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AN ANALYSIS OF THE JUNIOR COLLEGE IN ALBERTA:
PROGRESS, PROGRAM AND PROSPECT

by

GULBRAND LOKEN

A THESIS

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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies for acceptance, a thesis entitled "An Analysis of the Junior College in Alberta: Progress, Program and Prospect," submitted by Gulbrand Loken, in partial fulfillment of the requirements for the degree of Master of Education.

ABSTRACT

The main purpose of this study has been to provide a general overview of the junior college movement which has recently gained momentum in the province of Alberta. The study has focused attention on the junior college in its articulation with the provincial university. Early in the study the author was made aware of the fact that the junior college movement in the United States has been a community-orientated program rather than a university-related development as in Alberta. Hence, no major attempt was made to gather data or to base findings on the American community college program even though this program is well-developed in the United States.

The major portion of the information on which the thesis is based was gathered from junior college heads, from the college calendars, and other printed materials of the schools. Several interviews and conferences with persons closely associated with the junior colleges provided more helpful insight. Other sources of information were government departments, legislative enactments and the University of Alberta. A questionnaire to students at one junior college provided some student reactions to present program.

The study demonstrated that several factors have provided a favorable climate for the decentralization of higher education in Alberta. Junior colleges have made a significant start in providing university courses to more communities. With favorable public endorsement and continued government support, it would appear that junior

colleges have a unique opportunity to provide more post-secondary education in Alberta. Finally, the study has suggested that as junior colleges become more aware of their total role, gain more experience, and establish closer liaison with all concerned, these schools will play an increasingly important role for more and more Albertans.

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CHAPTER I

INTRODUCTION

I. PURPOSE OF THE STUDY

Alberta was one of the first provinces to promote junior colleges in affiliation with its provincial university. It was the purpose of this study to examine this junior college development. More particularly, the study aimed:

1. To review briefly the progress of the junior colleges from their early beginnings to 1965, with emphasis on their present position in higher education in Alberta.
2. To examine the present university programs and special services of the junior colleges.
3. To consider the prospect for further development and growth of the junior college movement in Alberta.

II. IMPORTANCE OF THE STUDY

Even though the junior college is a recent addition to the pattern of higher education in Alberta, it seemed timely to examine the special function of this school and its relationship to the provincial university. Junior colleges have been operating at Calgary, Lethbridge, and Camrose for some years. More recently, such schools have been started in Red Deer and Medicine Hat. It is reported that other cities are planning to have junior colleges soon. During their years

of operation, the colleges in Calgary, Lethbridge and Camrose have sought to resolve many problems in the areas of administration, organization, courses, faculty and expansion. An examination of their pioneering work could be helpful to a new centre planning to establish a junior college. Thus, this study could make some contribution to the quality and quantity of the junior college program in Alberta, and could draw attention to some of the problems that are likely to be encountered in the continuation and probable expansion of the program.

An Alberta Survey Committee on Higher Education was established early in the summer of 1961. As constituted, this committee consisted of three cabinet ministers of the provincial government and three members from the university--the chairman of the Board of Governors and the President of the Edmonton campus and the President of the Calgary campus of the University of Alberta. In March 1962, this committee recommended the following regarding junior colleges:

In centres of population large enough to attract a sufficient number of post-high school students, School Boards should be encouraged to establish Junior College Programs as part of their local school systems and affiliated with the University. Provided they can meet the standards approved by the University, private schools should be permitted, and encouraged, to affiliate with the University and offer courses in the first year, or first and second years, of University work.¹

In view of the recommendations of the Alberta Survey Committee on Higher Education, and in view of the recent developments in junior colleges in Alberta, a thesis study seemed to be opportune and advisable.

¹Survey Committee on Higher Education in Alberta, Third Interim Report (Edmonton: University of Alberta, 1964), Appendix I.

III. SCOPE AND LIMITATIONS

This study has been limited to the three junior colleges which have been in operation prior to 1963, and which offer recognized university courses in full affiliation with the University of Alberta at Edmonton or Calgary. As such, it has included the public junior college at Lethbridge, and the two private junior colleges--Mount Royal at Calgary and Camrose Lutheran College at Camrose. Further, the study has focused attention on the university program of the junior colleges in Alberta.

No effort has been made to duplicate Markle's historical study² of the influences, personalities and circumstances which led to the establishment of the first public junior college at Lethbridge. However, the present study has provided some background and a brief review of the junior college development in general. It has not been a historical study. Rather the emphasis has been on an analysis of the present status of the junior college movement in Alberta. Attention has been focused on the recent rapid growth, on the present program of these schools, and on the prospect for junior colleges in higher education in Alberta.

Because of the lack of authoritative Canadian literature on junior colleges, a special effort has been made to obtain information from available primary sources in the junior colleges themselves. This thesis has been limited to a broad general survey of the junior college movement. The author suggests that this study has opened up several

²Alexander J. Markle, "The Genesis of the Lethbridge Junior College" (unpublished Master's thesis, The University of Alberta, Edmonton, 1965).

topics for further research. Such topics have been listed at the end of the thesis.

IV. DEFINITION OF TERMS

For the sake of concise terminology, the terms which follow are defined to mean:

Junior College

A school of post-secondary education offering university courses in affiliation with the University of Alberta at the level accepted for first or second year in programs leading towards a Bachelor's degree. A junior college in Alberta may offer subjects of a general or vocational nature not provided in the high school curriculum of the province.

Community College

A school in the American tradition offering post-high school terminal courses primarily geared to occupational demands and community needs.

Private Junior College

A school under the control and ownership of a denominational corporation, but operating within the framework of provincial patterns and university regulations. A private junior college is not established pursuant to the Public Junior Colleges Act of Alberta.

Transfer Student

A student who transfers earned credits for courses taken at a junior college to another school of higher learning.

Terminal Student

A student enrolled in courses which are complete in themselves, usually in terms of student vocational plans.

Head

A person who is certified by the governing body of a college to be the chief head and director thereof, whether he be called principal, president, or some other title.

College Board

The controlling authority of a junior college, often referred to as the board of trustees, or simply the board.

Higher Education

The advanced systematic work or learning undertaken at such schools as universities, junior colleges, and institutes of technology, which is full-time, beyond the secondary level, and within the purview of the Department of Education and/or the University of Alberta.

Urban and Rural Population

The population which resides in all incorporated cities, towns and villages regardless of size is classified as urban, with the remainder as rural. The above definition, as used by the Canadian census prior to 1951, is used in this study in order to provide a common basis of comparison for population data.

Affiliation

The association of a junior college with the University of Alberta under regulations as set out in the University calendar.

V. METHOD OF STUDY AND SOURCES OF DATA

In order to secure material and data for this thesis, the author has had to depend upon the individual junior college for much of the information. This has involved considerable correspondence and several trips to the various schools concerned. In the case of background material on the junior college development, this has been secured from other studies already completed or from current publications.

The author has been helped in the study and in the securing of data by the fact that he is a participating member of an Alberta Association of Junior Colleges which was formed on December 28, 1962, and which includes the administrative head and the academic dean of each junior college. In this association, there have been several opportunities to discuss problems of mutual concern and other matters related to the total junior college program. Thus, unique opportunities have been provided to assess the progress, to survey the program, to collect data in the areas of organization, faculty, facilities and finances, and to survey the movement.

Again, the formation of the Western Inter-College Conference involving all the junior colleges in competitive activities has afforded further opportunities to compare notes on many matters with staff members and administrative officials of other junior colleges.

A letter and a questionnaire were sent to the head of each junior college. This produced further data for the study. A questionnaire sent to the students at one of the junior colleges provided some reactions to the program offered at that college. The appendix includes

copies of the letter and the questionnaires used.

Significant data on the program of the junior college were obtained through a study of school catalogs, general school publications, academic schedules and timetables, and by an examination of special services and programs provided by the junior college.

Other required data were obtained as follows:

1. Legal enactments affecting the junior college from the statutes of Alberta.
2. Legislation providing for assistance to both public and private junior colleges.
3. Student listings from each college, used in the preparation of geographical distribution material.
4. University of Alberta regulations pertaining to junior colleges.

Considerable demographic data were obtained from the following sources:

1. Alberta Department of Education
2. University of Alberta
3. Dominion Bureau of Statistics
4. Canadian Universities Foundation

The bibliography and the appendix provide amplified information on the sources of data for the study.

VI. ANALYSIS AND PRESENTATION OF DATA

It has been deemed pertinent to this study to consider some of the factors that seem to be related to the recent growth of the junior college movement in Alberta. Therefore an early chapter has been

prepared to provide such background. In the same chapter it was decided to present selected news items relative to the junior college. These clippings cover a five-year period and provide examples of recent reactions to and current interest in the junior college movement in Alberta.

The main material of the thesis relative to the junior college movement has been presented under the three headings of progress, program, and prospect.

In surveying the progress of the junior colleges, a brief history of the three schools has been provided. Maps and graphs have been used to accentuate data on enrolment and growth. The full text of statutes and regulations relative to the control of junior colleges has been provided. Because both organization and financing have been considered important aspects of the progress of the junior college, material on these topics has been included in the study.

By using data collected from the three junior colleges, this study has sought to provide answers for such questions as: What are the stated objectives of the junior college? What programs are offered? What special services do junior colleges render to their communities? What facilities and staff are required? What are some reactions on the part of some students and faculty to the junior college program?

The prospect for the junior college has been based on a projection of present trends in population and educational patterns in Alberta. Trends in higher education have been examined to indicate the prospects for the junior college movement. The study has endeavored to come to

grips with current dilemmas and to suggest possible directions for the junior college program in the years ahead.

Finally, conclusions, recommendations and comments have been presented. The final chapter has also provided some suggested topics for further study.

VII. ORGANIZATION OF THE THESIS

The structure of the thesis has been assembled in five main chapters following the introduction.

Chapter II gives a general background for the study.

Chapter III briefly surveys the beginnings of university work at the various centres in Alberta, and then proceeds to trace the recent progress and status of junior colleges under such headings as: enrolment, legal provisions, organization, and financial growth.

Chapter IV outlines the current program of three junior colleges in terms of stated objectives, courses offered, special services, staff and facilities. Some observations on the program are also offered.

Chapter V describes the forces and factors that are likely to shape the junior college movement in the coming years. An attempt is made to indicate possible directions and problems on the road ahead.

The concluding chapter presents a concise review of the thesis, and provides both recommendations and comments suggested by the study. Suggestions for further study are given. An appendix has been included to provide additional sources of information about some of the topics covered in the thesis.

CHAPTER II

GENERAL BACKGROUND FOR THE STUDY

Before proceeding to the main topics of this thesis, a brief survey of the growth of university work in Canada, and a review of several factors which many accept as factors affecting higher education will be presented. A section on pertinent news items will also be included.

I. GROWTH OF UNIVERSITY WORK IN CANADA

Immediately following the war which ended in 1945, university enrolments soared to abnormal heights for several years. Then from 1948 to 1951, a period of lower enrolments was experienced. However, since 1951 to the present, there has been another sharp upward trend. The graph in Figure 1 indicates the university undergraduate enrolment for all of Canada from 1940 to 1964.

Currently, universities across Canada are faced with great problems in coping with increasing enrolments year by year. On October 12, 1963, The Financial Post reported: "An astonishing 155,000 youngsters plan to enter the ivied halls in 1963. Canadian university enrolment has again exceeded most predictions to aggravate the current--and growing--crisis in higher education."

Canada 1963, the official handbook of present conditions and recent progress in Canada reported:

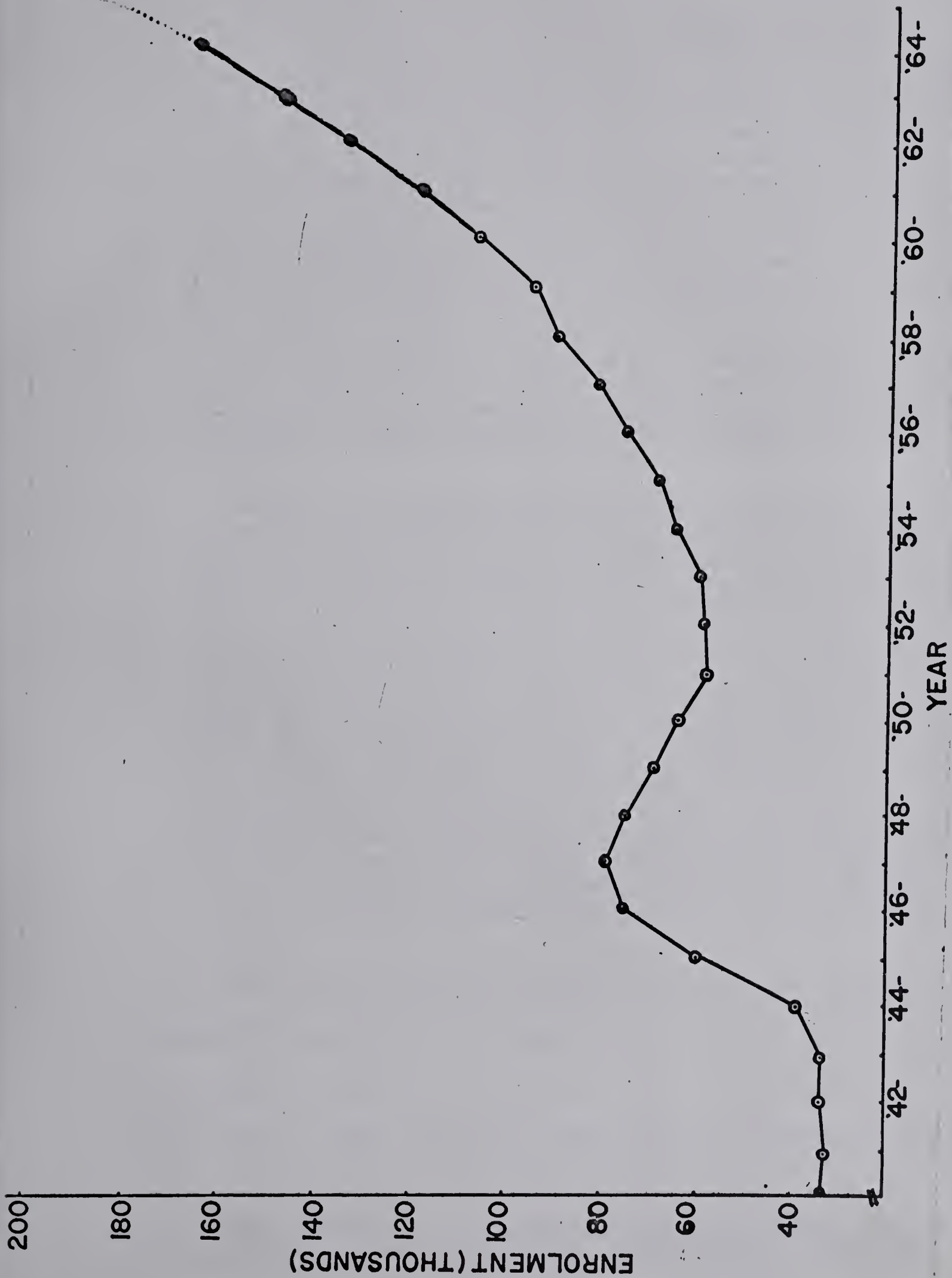


FIGURE 1

GROWTH OF UNDERGRADUATE ENROLMENT IN CANADIAN UNIVERSITIES AND COLLEGES
(BASED ON A GRAPH PREPARED BY LETHBRIDGE JUNIOR COLLEGE)

Probably the greatest problem currently facing Canada's colleges and universities is that of increasing enrolment. There are two reasons for this. First, the age cohort now beginning to reach college age is unusually large, due to the high birth rates during and immediately following the 1939-1945 war years. Secondly, the proportion of youth seeking admittance to university is increasing, because of a growing awareness of the material advantages that a university education brings, and the tendency of most parents to desire a better education for their children than they themselves received. Enrolment figures for recent years reflect this growth. In the academic year 1961-62 a total of 128,894 full-time students were enrolled in Canadian institutions of higher learning, compared with 114,000 the previous year. This is an increase of 13 p.c., as compared with the increase in the total population of about 2 p.c. No diminution in this enrolment growth rate can be expected for some years, and the Canadian Universities Foundation predicts that by 1970 full-time attendance at Canadian universities and colleges may reach 312,000.

To meet this challenge, during the past few years several new universities have been chartered, existing institutions are expanding their facilities, and new colleges are being formed. Ontario has led in the number of new universities established, with York University, Laurentian University of Sudbury and its several federated institutions, the University of Waterloo, and Waterloo Lutheran University. Applications for several others have been made as well as for junior colleges. In the Atlantic Provinces the trend has been for existing universities to expand rather than for new universities to be formed, mainly because of the fact that this region already had a relatively large number of universities and colleges. In the west, Victoria College in British Columbia has been developed as a four-year college and in Alberta and Saskatchewan the provincial universities now have branches in Calgary and Regina, which will give a complete undergraduate course in several faculties. In both British Columbia and Alberta, permissive legislation has been enacted for the creation of new junior colleges.¹

Beginning in 1955 a new projection of full-time enrolment in Canadian universities and colleges has been prepared every two years by the Canadian Universities Foundation to aid in the planning of facilities for higher education. Each study has yielded higher enrolment

¹Dominion Bureau of Statistics, Canada 1963 (Ottawa: Queen's Printer, 1963), pp. 69-70.

estimates than the one before.² This has been illustrated in Figure 2 which follows on page 14.

The enrolment of full-time university students in Canada doubled in the past seven years, rising from 72,000 in 1955-56 to 141,400 in 1962-63. If current trends continue, enrolment can be expected to double again in six years, to triple in eleven years, and to reach 480,000 in 1976-77 according to the Director of Research for the Canadian Universities Foundation.³ Under these conditions a rapid growth in the number of university centres in Canada has taken place. Instead of dominant single provincial universities, a trend has developed toward the decentralization of university work by the establishment of new centres, especially in the provinces of rapid population growth.

Weekend Magazine, November 16, 1963, provided the following as a national report on this trend:

University education is in the midst of a crisis as fierce as the grip of a northern winter. A blizzard of students is blowing that will change the whole landscape of higher education in Canada. . . .

The first new wave of campus-making centered around 1959, when five fledgling universities started to build. Never before in Canada's history had so many universities been created in so short a time. . . .

Five young universities, each growing as fast as it can, might seem a big enough mouthful for Canada to bite off these days. But it proved to be just the beginning of a charter-granting spree which has made 1963 the biggest year ever in university-making history. . . .

²Edward F. Sheffield, Enrolment in Canadian Universities and Colleges to 1970-71 (1961 projection). (Ottawa: Canadian Universities Foundation, 1962).

³Edward F. Sheffield, Enrolment to 1976-77 in Canadian Universities and Colleges (1963 projection). (Ottawa: Canadian Universities Foundation, 1964).

Enrolment

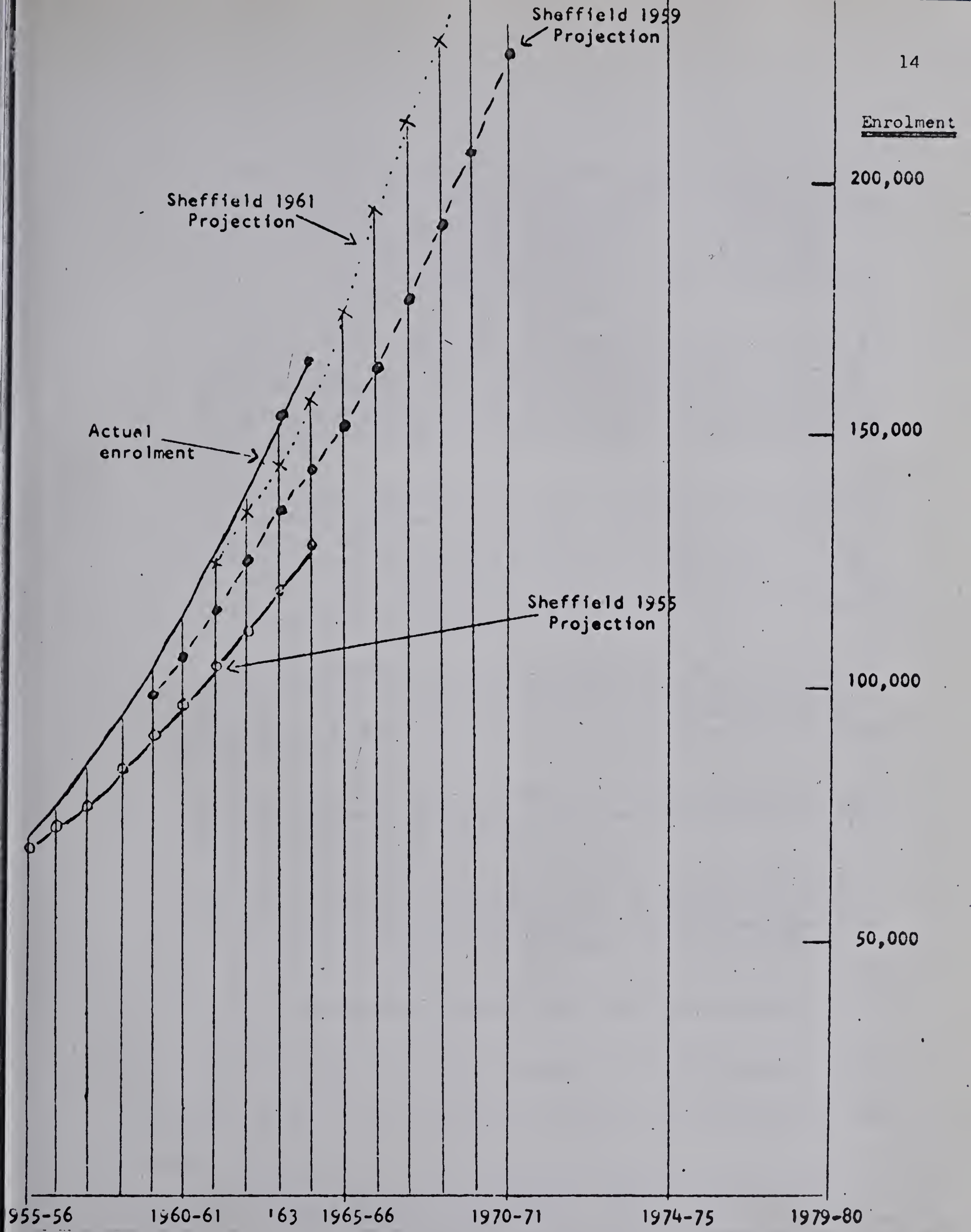


FIGURE 2

CANADIAN UNIVERSITY AND COLLEGE ENROLMENT PROJECTIONS
(BASED ON THE SHEFFIELD STUDIES FOR THE CANADIAN UNIVERSITIES FOUNDATION)

Laurentian University was born and is now a-building. Then there were six. Saskatchewan followed Alberta's lead and twinned its lone provincial university in Saskatoon. The University of Saskatchewan Regina Campus was established. . .and that made seven. . . .Assumption University eight. . .Trent University. . . nine. . . . In downtown Montreal, Sir George Williams College became a university. And then there were 10.

This year B.C. climbed aboard the band wagon with a vengeance, started the year with one university--the University of British Columbia--and quickly wound up with four--one small, one medium, one large, and one still a \$15 million dream on Burnaby mountain, though scheduled to open in October, 1965. . . .That makes 13 new universities.

Ontario also rounded out its huge program of university-making after reading the urgent, plain-spoken report of the province's university presidents. The last hole was plugged in the big gap which only recently stretched from London to Winnipeg. . . .The new campus in Fort William thus became the first university in the country to be part academic and part vocational; and the fourteenth new university on the Canadian scene.

The 15th new university, not yet named will be in Guelph. The Ontario Veterinary College and the Ontario Agricultural College will be cut free from their affiliation with the University of Toronto, and a faculty of arts and science will be added to create a new university.

And finally the Niagara peninsula, the last well-populated area of Ontario without a university of its own, got a charter to build Brock University at St. Catherines.

Sixteen new universities! And even that is not an end to it. Both Alberta and British Columbia expect to establish a new network of public junior colleges based on U.S. west-coast models and on the pioneer experience of Lethbridge Junior College.⁴

II. SOME FACTORS AFFECTING HIGHER EDUCATION IN ALBERTA

As a background for the development of junior colleges in Alberta, the recent growth of university work in Canada has been reviewed. Now,

⁴Stephen Franklin, "Why Canada Needs 162,000 New University Students," Weekend Magazine, 46 (1963).

in a survey of the situation in Alberta, relevant demographic data will be presented. In considering the main factors leading to the decentralization of higher education in Alberta, it is proposed in this study that the following are significant:

1. A marked population growth, resulting in rising school enrolments.
2. Strong urbanization trends, leading to larger population centres.
3. Changing composition of the population, promoting a general emphasis on higher levels of education for skilled workers.
4. A growing awareness of education's rôle in promoting the general economy, emphasizing the need for advanced technological knowledge to promote that economy.

Population Growth in Alberta Related to Higher Education

In 1959 the Royal Commission on Education in Alberta reported:

Alberta's population story is one of the development of a last prairie frontier, of prosperity and depression, of two world wars and their impact on economics and birth rates, of agonizing appraisal and adjustment in agriculture, and finally a boom in the development of our natural resources. Since 1946, this rapid development, accompanied by industrialization of our economy are but the last and most dramatic factor affecting the number and distribution of population.⁵

Dominion decennial census publications have revealed that over the decade 1951-1961, Alberta had the fastest growth among the provinces

⁵Report of the Royal Commission on Education (Edmonton: Queen's Printer, 1959), p. 14.

at roughly four per cent per annum. The Alberta percentage increase for the decade was 41.8. The rapid growth in Alberta has been attributed to a high rate of natural increase, and a heavy influx of population related to the industrialization in the province. Table I shows the population growth in Alberta and the decline of the rural population from 1901-1961.

TABLE I
ALBERTA'S POPULATION GROWTH AND RURAL DECLINE^a
1901 - 1961

Year	Total Population	Rural Population ^b	Percentage Rural	Urban Population	Percentage Urban
1901	73,022	54,489	74.6	18,533	25.4
1911	374,295	236,633	63.2	137,662	36.8
1921	588,454	365,550	62.1	222,904	37.9
1931	731,605	453,097	61.9	278,508	38.1
1941	796,169	489,583	61.5	306,586	38.5
1951	939,501	451,313	48.0	488,188	52.0
1961	1,331,944	437,045	32.8	894,899	67.2

^aDominion Bureau of Statistics, Reports of the Census of Canada, 1961, Population: Geographical Distribution (Ottawa: Queen's Printer, 1962, Volume I, Pt. I), Table 12, p. 2.

^bRural defined as that population which is exclusive of all incorporated cities, towns and villages regardless of size.

In connection with Table I, it should be pointed out that this population growth in Alberta continues at a rapid pace. On June 1, 1964, Alberta's Bureau of Statistics reported the total population to be 1,432,000.

The Alberta Bureau of Statistics has made some population projections based on the 1961 Dominion Bureau of Statistics publication--Population by Single Years of Age. Both the estimated rates of natural increase and the Canada Life Tables were used in making the projections.

Birth and death rate estimates were made. It was assumed that immigration and emigration would balance so that these factors were omitted from the forecast by assumption. From these studies, the 18-24 age groupings which most affect university enrolment have been isolated, and these together with the projections are summarized in Table II. The projected total for 1981 is double that of the 1961 actual.

TABLE II

ALBERTA'S 1961 POPULATION AND PROJECTIONS FOR AGES 18-24

Actual ^a		Projections ^b			
Age	1961	1966	1971	1976	1981
18	18,743	24,722	30,722	35,057	37,603
19	18,351	23,236	29,497	32,741	38,070
20	17,992	21,823	28,353	33,078	37,049
21	17,683	20,443	27,232	32,684	36,799
22	17,592	19,337	25,993	31,672	35,779
23	17,768	18,637	24,583	30,551	34,860
24	18,119	18,244	23,101	29,326	32,550
Totals	126,248	146,442	189,481	225,109	252,710

^aDominion Bureau of Statistics, Reports of the Census of Canada, 1961, Population: Single Years of Age (Ottawa: Queen's Printer, 1962), 12 pp.

^bAlberta Bureau of Statistics, Bulletin on Pupil Enrolments, (Edmonton: Department of Education, April 1962), mimeographed.

Another study found in a brief by the Canadian School Trustees' Association to the Royal Commission on Taxation reports on increases in the population group ages 18 to 24 inclusive for Alberta:⁶ The percentage increases have been summarized in Table III.

⁶A Brief to the Royal Commission on Taxation (Canadian School Trustees' Association, 1963), p. 51. (Publisher not given.)

TABLE III

PERCENTAGE INCREASES BY DECADES FOR AGES 18-24
(From a 1963 brief prepared by the Canadian School Trustees' Association)

Decade	Percentage Increase Ages 18-24
1941-51	1
1951-61	21
1961-71	50
1971-81	35

The percentages shown in Table III were derived by a detailed process of projecting age groups into future years, allowing for mortality and migration. The data are necessarily tentative, and are based on the assumption of no major structural changes in the economy, as well as on a number of other assumptions, including those of conservative or medium population projection figures. The percentage increases applied to the population figure of 126,248 in 1961 would mean that the 1981 population for ages 18-24 could be as high as 269,152.

In April 1962, the Special Services Branch, Department of Education, prepared an estimate of pupil enrolments in Alberta schools.⁷ Projections were based on the assumption that trends of the past few years would continue into the future. Specifically, no changes were anticipated in the following: patterns of population mobility, the attrition rate from one year to the next, the failure rate at each grade level, the trend towards increased holding power of the schools or the general structure of secondary education patterns. Selected data for Grade XII are summarized in Table IV.

⁷Department of Education, Alberta, "Bulletin on Pupil Enrolments" (Edmonton, April, 1962). (Mimeographed.)

TABLE IV

ALBERTA'S GRADE XII ENROLMENTS RELATED TO UNIVERSITY POTENTIAL

Year	Number in Grade XII	Annual University Potential ^a
1961	14,160	1,700
1966	18,200	2,200
1971	21,400	2,500
1976	24,900	3,000
1980	27,300	3,300

^aCalculation of these figures is based on a study by Black indicating that approximately 12 per cent of students in Grade XII enrol in university each fall, from: Report of the Royal Commission on Education (Edmonton: Queen's Printer, 1959), p. 332.

It is to be noted from Table IV that a 50 per cent increase in university potential enrolment can be expected in the period from 1961 to 1971, but that almost a 100 per cent increase can be expected for the period from 1961 to 1980. Figure 3 on page 21 shows the sharp upward trend of the total undergraduate enrolment in Alberta. It should be noted from Figure 3 that the university enrolment in Alberta has more than doubled in the last five years.

It is impossible to predict completely just how fast the population will increase in the years ahead, and even more difficult to predict university enrolments. However, the population projections by Hanson⁸ which follow, underline the fact of Alberta's continuing population growth according to three levels of prediction:

	<u>Low</u>	<u>Medium</u>	<u>High</u>
1971	1,641,000	1,765,000	1,889,000
1981	2,022,000	2,239,000	2,769,000

⁸A Brief to the Royal Commission on Taxation, op. cit., p. 49.

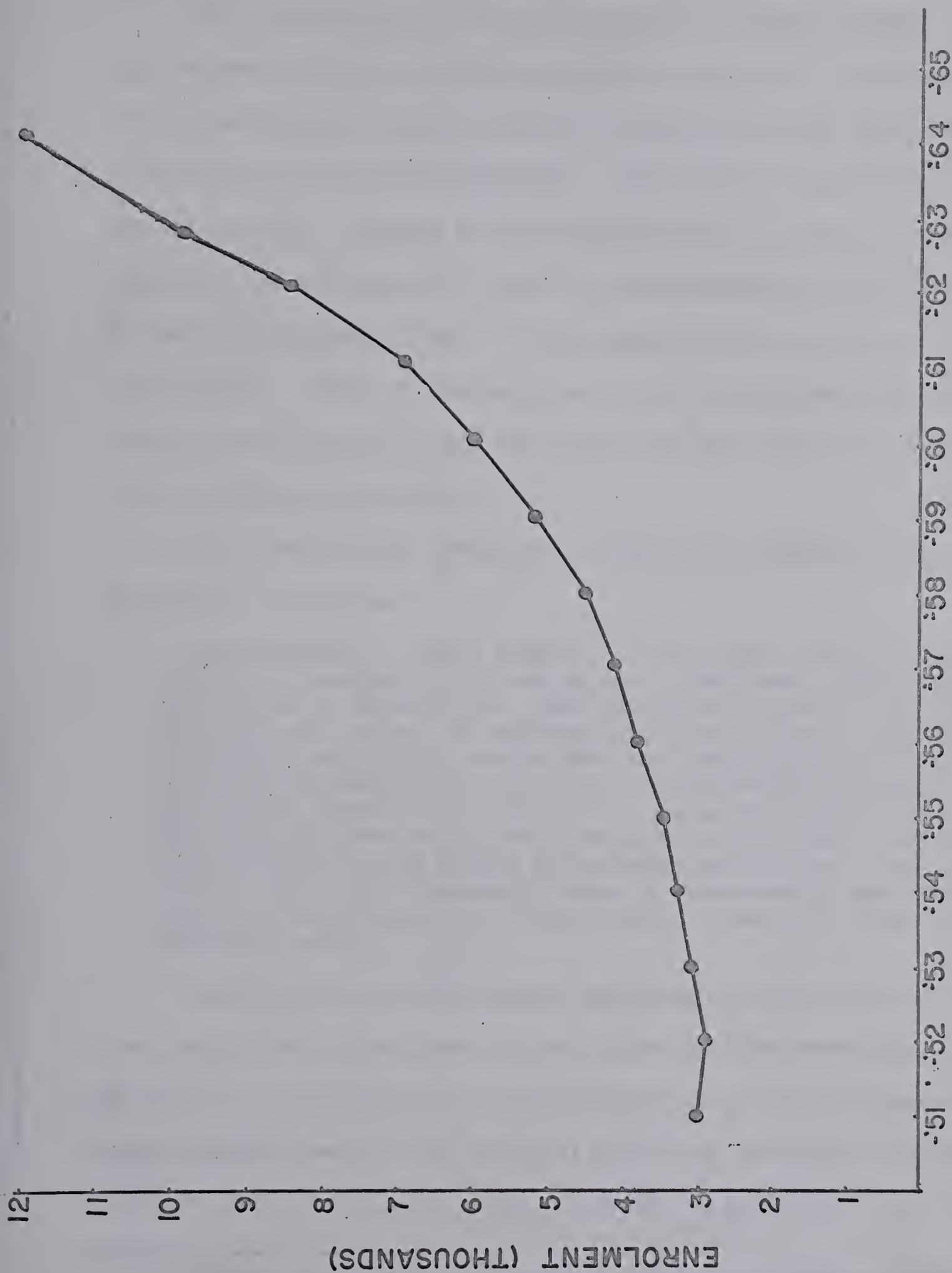


Figure 3

UNDERGRADUATE ENROLMENT IN ALBERTA'S UNIVERSITIES AND COLLEGES
(BASED ON A GRAPH PREPARED BY LETHBRIDGE JUNIOR COLLEGE)

Urbanization in Alberta

The acceleration in Alberta's population growth has been noted. Also as shown earlier in Table I, page 17, the number of urban persons has increased and the rural population has been reduced, particularly as a percentage of the whole population. The term rural population has been defined to refer to people living outside of all incorporated centres. However, it is particularly since the war which ended in 1945, that there has been such a marked trend for the population to concentrate in the urban centres. Prior to the war, two out of every three Albertans could be classified as rural, but today less than one out of every three can thus be classified.

The Alberta Royal Commission on Education reported on this development as follows:

The migration of large numbers of the younger farm population points to a reduced birth rate in rural farm areas, and increased birth rates in urban areas. This condition in view of the increasing farm size and scatter of farm population has important implications for the future. It is certain that the farm section of Alberta, even with decreased birth rates, will never be able to absorb an appreciable number of its youth. . . . Since the trend of farm population has been to decrease and scatter it follows that the increase has occurred within the non-farm population. This population is, of course, located in areas of high-density population--cities, towns, villages and fringe areas surrounding these incorporated units.⁹

According to the 1961 Census, approximately two-thirds of the total population is now found in ten cities and ninety-one towns. The balance of the population is in one hundred thirty-eight villages, twenty-three counties, twenty-five municipal districts, fifty-one improvement districts and three special areas. In fact, 62 per cent of the entire

⁹Report of the Royal Commission on Education (Edmonton: Queen's Printer, 1959), pp. 17-18.

population, a total of 870,000 persons, reside within a one hundred mile radius of the City of Red Deer. The centre of population remains at Wetaskiwin, within a fifty mile radius of which is found the largest portion of Alberta's populace. Table V indicates that roughly 50 per cent of Alberta's population is now found in the seven principal cities. It is interesting to note that university courses are now either available or proposed for each of these cities. According to the 1961 Census, the total population in these seven cities was 625,509. By September 1, 1964, the Alberta Municipal Affairs Branch reported the total as 757,785. This indicates the steady growth of these principal cities. The summary for 1961 is given in Table V, and the summary for 1964 is to be found in Table XXVII, page 133.

TABLE V
ALBERTA'S MAJOR CITY POPULATIONS
(1961 Census)

	Population
Edmonton	281,027
Calgary	249,641
Lethbridge	35,454
Medicine Hat	24,484
Red Deer	19,612
Grande Prairie	8,352
Camrose	6,939
	<hr/> 625,509 <hr/>

Table VI is based on the 1961 census data released by the Dominion Bureau of Statistics. This table includes the total of the principal city population and the population in the census area adjacent to the

city. When this is done, the total population of Alberta can be grouped around seven cities as shown in Table VI.

TABLE VI
ALBERTA'S CENSUS DIVISION POPULATIONS RELATED TO PRINCIPAL CITIES
(1961 CENSUS)

City	Census Divisions Served	Population
Medicine Hat	1	39,140
Lethbridge	2,3	114,273
Calgary	4,5,6,9	391,398
Red Deer	8	76,533
Camrose	7,10	118,014
Edmonton	11,12,13,14	522,702
Grande Prairie	15	76,884
Total 1961 Alberta Population		1,331,944

Changing Composition of Population

So far in this chapter, the growth and urbanization of Alberta's population have been examined. These trends have been accompanied by sociological changes. There has been a growth of industrial and technological vocations, an increased demand for trained personnel in service and professional jobs, and unique demands for capable and well-educated leaders. An Alberta government study reveals the following changes in the province:¹⁰

1. In 1941, 50.4 per cent of the labor force was engaged in agriculture. By 1961 this percentage had dropped to 21.9 per cent.

¹⁰Department of Labor and Industry, "Numerical and Percentage Distribution of the Labour Force by Major Sectors, Alberta 1911-1961" (Edmonton: Government of Alberta, 1963), Table II. (Mimeographed.)

2. In 1941, 33.6 per cent of the total labor force was involved in jobs related to services. In 1961, this percentage had increased to 52.2 per cent.
3. In 1941, 16.0 per cent of the labor force was engaged in industry. By 1961 this percentage had increased to 25.9 per cent.

As a greater proportion of the population becomes involved in the service, professional and industrial occupations, a higher level of education is required. Thus, education has become a popular necessity today. Our age is witnessing the rapid growth of a variety of schools, including vocational or technical schools, and junior colleges to meet the demands of the changing composition in our population. Alberta is no longer a province that is basically rural and agricultural.

Economics and Education

Employment agencies now indicate that job opportunities are most available to those who are skilled and educated. The unemployed are largely those who lack education. The amount earned is closely related to the level of educational attainment. Canada 1963 reports that persons completing high school had average annual earnings about one and one-half times as great as persons who did not complete elementary school.

Earnings of persons with university degrees were more than one and one-half times those of high school graduates. Table VII provides information on the relationship of education to income.

The impetus for more education has been given momentum by economists who state that the nation should invest more of its gross

TABLE VII
AVERAGE INCOME BY GROUPS IN CANADA 1961^a

Group	Income
No schooling	\$1,387
Some elementary	2,110
Complete elementary	2,666
Some high school	2,971
Complete high school	3,449
Some university	3,700
University degree	6,261

^aDominion Bureau of Statistics, Canada 1963 (Ottawa: Queen's Printer, 1963), p. 93.

national product in education. They declare that educational costs are really an investment that pay exceptional dividends in the future. Indeed, education is to be regarded as that which accelerates economic growth and the nation's living standards. A brief to the Canadian School Trustees' Association states:

Economists, educational leaders and political leaders have come to realize that there is a close relationship between the educational system of a country and its economic and social development. The growth of expenditures and real resources which are devoted to education explain, at least in part, why the national income grows. At the same time, when output and income increase, the demand for education also tends to rise, and this makes itself felt politically and socially. The kind of educational system evolved will be a product of the past economic, technical, social, and political changes in the structure of society. In the modern economy it has become essential to pay attention to the development of its human resources and skills. Failure to utilize these to capacity is a loss, not only to the individuals concerned, but also to the economy.¹¹

¹¹A Brief to the Royal Commission on Taxation, op. cit., p. 8.

The value of a higher education is now widely accepted in our province. This fact alone will mean an upsurge in the growth of university enrolment. A recent editorial in The Edmonton Journal, July 13, 1964, indicates the current attitude amongst many toward higher education in the province of Alberta:

Investment in higher education has often been called an investment in human resources--and so it is. These resources, moreover, constitute our greatest asset, one of far greater value than oil and gas or rich soil and fine forests.

It is therefore gratifying to learn that Alberta leads all provinces in support of university education. At least, that was the case in 1962-63, the latest university year for which Mr. Torrance J. Wylie reports to the Canadian Universities Foundation on financing.

The figures in his report bear out the statement of purpose made by Mr. E. W. Hinman, Alberta's treasurer:

"We don't want any girl or boy in Alberta to miss the opportunity of going to university through lack of funds."

In the support of university operations per full-time student, the Alberta government led all provinces from 1958-59 to 1962-63. In support per member of the college-age population, it moved ahead of British Columbia in 1960-61 and stayed ahead.

Alberta also has topped the list since 1959-60 in support measured as a percentage of total personal income. Saskatchewan was the leading province in academic year 1958-59.

However, the figures on support measured as a percentage of provincial net general expenditure offer a reminder that our government wears no halo. In that measure, it did not take the lead from Manitoba until 1962-63, though it has by far the richest provincial treasury in Canada.

On the whole, the Alberta government's record for the past five years is one of the best, though it is by no means exceptional in relation to provincial income.

Dr. Walter Johns, president of the University of Alberta, put it well when he said the people of Alberta, in making this investment in higher education, "are making one of the best investments they could make."

The investment in higher technical education, through the institutes in Edmonton and Calgary, falls in the same category.

Our aim, though it may be practically an unattainable ideal, must be to provide every boy and girl with all the education he or she can absorb.

III. THE JUNIOR COLLEGE IN THE NEWS

As a further background for this study, several pertinent news items relative to junior colleges are presented in this section.

In February, 1960, an article written by R. D. Mitchener, Chief of the Higher Education Division of the Dominion Bureau of Statistics, appeared in the publication University Affairs. It reported on the growth of the junior college idea in Canada in part as follows:

One of the perennial unsolved issues in Canadian higher education has been the role of junior colleges. Current concern over the future expansion of enrolment has led to a revival of interest in the place of these institutions in our education ladder. Opinions are varied and, in large measure, are determined by differences of viewpoint as to where high school work should end and where university work should begin. Some persons want junior colleges, if they are to exist at all, to be purely academic. Others say that too much stress should not be placed on the teaching of university courses. These different views are not new in Canada, and are still prevalent in the United States where junior and community colleges are much more a part of the higher education scene.

There are many reasons for the lack of development of junior colleges in Canada. One is struck by repeated attempts to do what was proposed years earlier. Many of the colleges that were founded were transitory. Several soon vanished or reverted to high school status. Several others were or are being expanded into four-year institutions. The built-in first year of college in high schools where "senior matriculation" work is given, and resultant confusion as to the proper length of secondary and college education, have possibly been a hindrance. Certainly the junior college as a distinct entity with its own clear-cut philosophy has not taken root in Canada. With a much smaller proportion of the college-age population in attendance in Canada than in the United States, the need for junior colleges may not have been as great, although the need will be more pressing in the future. Perhaps the lack of a

full-scale investigation of higher education needs and resources at the national and provincial levels is, in part, the cause. Whatever the reasons, we should not consider the junior college as a threat to our system of higher education. . . .

The junior college cannot be indefinitely overlooked or bypassed. A strong network of junior colleges in a province could allow the universities to concentrate on upper division work. It would undoubtedly increase the number of students completing their undergraduate training, and would give some college training to many who would not otherwise have it. Undue concern over realms of high school and university jurisdiction, and over the purity of our university instruction, begs the issue. As John W. Gardner, President of the Carnegie Foundation for the Advancement of Teaching, has pointed out, "the word 'excellence' is all too often reserved for the dozen or two dozen institutions which stand at the very zenith of our higher education in terms of faculty distinction, selectivity of students, and difficulty of curriculum. In these terms it is simply impossible to speak of a junior college, for example, as excellent. Yet sensible men can easily conceive of excellence in a junior college. . . .The society which scorns excellence in plumbing because plumbing is a humble activity and tolerates shoddiness in philosophy because it is an exalted activity will have neither good plumbing nor good philosophy. Neither its pipes nor its theories will hold water.

In Alberta, the Survey Committee on Higher Education which had been formed in the early summer of 1961, released their first report in the spring of 1962. A news item which appeared in The Edmonton Journal on March 30, 1962, presented a concise summary of the Survey Committee's position on junior colleges, and summarized briefly their recommendations.¹² The newspaper report is presented in full on page 30.

¹²The full text of these recommendations is included in the Appendix as a part of the March 1965 Third Interim Report of the Survey Committee on Higher Education in which the validity of their first recommendations is confirmed.

EDMONTON JOURNAL - MARCH 30, 1962

Report Calls For Start On Junior College Plan

The value of junior colleges and their association with the university has been stressed in an interim report released by the Alberta committee on higher education.

The committee also urges a start on a junior college program throughout the province and suggests that colleges and private schools should affiliate with the university and offer courses equivalent to first and second year university training.

Provincial Treasurer E. W. Hinman, chairman of the committee, released the report Thursday. The committee was formed last year to study all problems affecting future growth and development of higher education in the province.

SIX RECOMMENDATIONS

Some of the recommendations include:

School boards should establish junior colleges as part of their local school systems;

School boards should establish junior colleges as part of their local school systems;

Institution of the semester system at the University of Alberta as soon as possible;

Studies should be made as to

the feasibility of the university adopting a "year-round" calendar;

Continued study of university financing based on the possibility that operational grants be according to enrolment;

Study of the proposal that the government make no contribution to the university for operation. Rather, grants should be made directly to students upon proof of achievement in standard courses. The university then would collect fees at rates necessary to pay operating costs. Student loans would be available as at present.

INCREASED NUMBERS

The committee estimates that by 1980, enrolment at the university will reach 28,000 compared with 8,800 this year. These figures include both Edmonton and Calgary. The committee said that the proportion of students taking graduate studies is increasing every year, and it is more expensive to provide instruction for a graduate student than for an undergraduate.

An excellent start has been made in the field of junior colleges at Lethbridge and Camrose, the committee said. Such

colleges can take the pressure off the university in the first and possibly the second year. They also provide terminal classes for students not wishing or not qualified to go on to university, and provide facilities for adult education programs.

Junior colleges also take the university to small communities and closer to students' homes and permit high schools and colleges to supplement and complement each other.

ENCOURAGE BOARDS

The committee recommended that in centres of population large enough to attract sufficient post-high school students, school boards should be encouraged to establish junior colleges as part of their systems.

The university and department of education should give technical advice in formulating plans and making preparations for operation of such colleges.

The committee said some discussion has been done concerning financing of junior colleges but no recommendations were made. The subject is scheduled for further meetings.

A system which will provide continuous year-round training for university students and which will make maximum use of staff and plant facilities was sought by the committee. It also sought a system which would allow students to begin courses more than once a year.

In the early sixties, there was evidence of a growing concern for the provision of a more comprehensive educational program to meet the new conditions in the province. The Federal government did much to bring this about by the provision of substantial funds for the erection of technical and vocational schools under the Technical and Vocational Training Assistance Act which went into effect in April 1961. This federal legislation provided for greatly expanded assistance to the provinces to make it possible for them to train both youth and adults in new skills. In the period April 1961 to March 31, 1963 there were 33 projects approved in Alberta alone under federal-provincial agreements which provided 11,575 new student places at a total cost of \$49,924,849.¹³ Such developments in the province did a great deal to promote a public awareness of the growing need for more education and training since the erection of the many substantial educational plants and school additions throughout the province was widely publicized and acclaimed. Thus, public interest was stimulated in the concept that Alberta youth could and should be provided with a greater variety of educational opportunity in all of the principal centres of the province. There can be little doubt that what the federal government did in stimulating technical and vocational education served also to promote the concept of making university education more available in more Alberta centres. It was early in 1962 that Alberta's Survey Committee on Higher Education had urged the establishment of junior colleges throughout the province. As pointed out above, this report had been given favorable publicity.

¹³Dominion Bureau of Statistics, Canada Year Book 1963-64 (Ottawa: Queen's Printer, 1964), pp. 737-743.

During 1963 and 1964, considerable press coverage was given to junior college developments at Red Deer, Medicine Hat, and Grande Prairie of which the Appendix contains selected exhibits. In July of 1964, The Edmonton Journal carried a three-column picture of the newly appointed dean for Medicine Hat Junior College. It reported on Dean Matthews concept of the role of the junior college as follows:

THE EDMONTON JOURNAL, Thursday, July 23, 1964

Wider Scope Seen For Junior College

"A junior college needn't be just a "feeder" for universities," says Neville O. Matthews, recently appointed Dean of the fledgling Medicine Hat Junior College.

He says a junior college can have a wider scope, providing for the needs of the community

by upgrading the occupational education of both adults and young people.

Although the college won't be opening its doors to students until the fall of 1965, Mr. Matthews will assume his duties as dean September 1 of this year.

He anticipates an initial en-

rollment of about 50 students for first year university courses in science, arts and education as well as some high school courses. Waiting for them will be a teaching faculty of 10, accredited by the University of Alberta.

The college will occupy one wing of Medicine Hat High School until enrollment figures warrant construction of a separate building.

Meanwhile, news media continued to provide evidence of a growing concern for expanding the educational opportunities within the province. On June 22, 1964, The Edmonton Journal provided the following comprehensive insight into this matter by means of an editorial:

Education For The Future

ALBERTA'S educational system is rapidly being broadened and diversified, undoubtedly to the benefit of the province's young people and its economic and social health.

The renovation has four main aspects. Greater variety and more vocational training are being offered in high school. Provision for higher technical education has been greatly increased by construction of the Northern Alberta Institute of Technology. Junior colleges, affiliated with the university, are being developed. University facilities are being dispersed.

Most young persons do not go to university. For the population as a whole, therefore, the first three aspects are the most important. They should reduce the drop-out rate in school. They offer a better deal in education to those who are not, for various reasons, going to follow the university track, and particularly to those having technical ability or talent.

The broadened educational system could be left to grow like Topsy. But, in view of what has been said at the University of Alberta conference on education for automation and in the light of a warning issued by the American Council on Education,

guided development appears advisable. Our system must meet both the needs and demands of youth and the requirements of the employment market of the future. This is a tall order, as the American Council shows when it warns that the United States is threatened both with disastrous youth unemployment and with critical manpower shortages, as a result of failure to respond to modern vocational needs.

What we shall need is much closer co-ordination than ever before among all divisions of education, and periodic surveys and forecasts of the employment market.

The lead should be taken by the provincial government, though for forecasts it would doubtless depend partly on federal surveys.

Specific questions will arise. For instance, should junior colleges follow the academic track, toward which they are inclined, or offer technical education, or attempt both? The junior colleges in the U.S. have concluded that they must offer much more technical education.

Certainty in education for the future is unobtainable; but much greater adaptability and responsiveness are clearly essential. They will demand concerted effort.

On March 25, 1964, The Edmonton Journal carried the following concise report of new financial help for Alberta's junior colleges:¹⁴

New Financing Deal Introduced For University, Junior Colleges

A new deal in financing the University of Alberta and junior colleges was outlined in a bill given first reading in the Legislature Tuesday.

Operational costs at the University are to be assessed on a per pupil grant basis rather than by an outright payment as in the past.

At the same time, the government intends to pay operational and construction grants to public junior colleges. Private colleges will receive operational grants but not assistance from the public treasury for building costs.

Hon. A. O. Aalborg, minister of education, in an interview outside the House, said the government hopes the junior college program will arouse interest and lead to construction of more new colleges throughout the province.

The minister said that such a college system will take the load off first-year university enrolment and may eventually be expanded to cover second and third year courses.

Last year the government made an operational grant of \$11,000,000 to the university.

Under the bill given first reading Tuesday, future payments will be based on a per pupil formula. For next year the payment will be \$1,270 per student giving the university about \$14,600,000.

Mr Aalborg said university officials and the government have been anxious to get the grant on a formula basis.

The Junior Colleges Act provides for a government payment of 90 per cent of the cost of construction of public colleges approved by the school buildings board. In addition, the government will pay the colleges operational grants of \$635 per student for the next year.

The only public college eligible for the grant is at Lethbridge, but a new one is expected to open at Red Deer this fall.

Private colleges, St. John's in Edmonton, Camrose Lutheran, and Mount Royal in Calgary, will receive a per pupil grant of \$630. Although no construction grants will be made, the government will guarantee two-thirds of the amount of loans for building.

The legislation also allows establishment of a University Capital Development Committee of six persons, three appointed by the cabinet and three by the board of governors.

The committee will serve as a liaison between the government and university on building projects, costs, expansion and land purchases.

¹⁴Full text of the Act is included in the Appendix

By 1964, Alberta led all the provinces in the level of the provincial support for higher education in relation to enrolment, college-age population, total personal income, and total net provincial general expenditure.¹⁵ The extension of financial provisions for university students was reported editorially in The Edmonton Journal on April 19, 1965 in part as follows under the heading More Aid--More Students:

Higher financial incentives will encourage higher enrolments for post-secondary education, during a decade when, in any case, Canadian university enrolment is expected to triple. The pressure on Alberta's facilities will be increased all the more.

It is already severe in specific areas. Dr. Hu Harries, the dean of business administration and commerce at the university here, reports that his faculty will have to limit enrolment in first year next fall. Here, again, marks in those high school examinations will count.

The Northern Alberta Institute of Technology also is under heavy pressure. Its facilities are being expanded but rising enrolment is not expected to take long to overrun the accommodation again.

Obviously, there can be no early end to large-scale construction for higher education. But, for Alberta as for individuals, there can be no more beneficial investments of public funds than those made in higher education.

¹⁵Torrance J. Wylie, Government Support of Universities and Colleges (Ottawa: Canadian Universities Foundation, 1964), p. 26.

Endorsation of the work of junior colleges by the President of the University of Alberta was reported in The Edmonton Journal on October 19, 1964 as follows:

U Of A Head Lauds Smaller Colleges

By STAN REID

Journal's Red Deer Bureau

CAMROSE — The President of the University of Alberta Sunday enthusiastically endorsed the good service in education offered by smaller junior colleges.

Dr. Walter Johns was speaking here as Camrose Lutheran College dedicated two of the finest educational buildings on smaller Alberta campuses.

"I am a firm believer in junior colleges for Alberta," Dr. Johns said.

"Colleges such as this, particularly those with church affiliations, play a very important role in the field of higher education," he said.

The University of Alberta president was supported in his views by former Camrose Lutheran College head and diplomat individual in a school

"The student is the most important individual in a school like this," Ronning said. "If you have interested and well-behaved students, they will maintain a good standard and make the college a success."

Ronning, China-born son of a Norwegian missionary, has served Canada in diplomatic

posts in Scandinavian countries, the Far East, Indonesia and India. He was president of the college for 15 years before joining the RCAF in 1942.

More than 1,000 persons, mostly former students, parents and past and present staff members gathered in the 2,000-seat convocation centre for the three-hour program.

Ceremonies included the dedication of the convocation centre and a dormitory for the junior college section.

The buildings cost three-

quarters of a million dollars, bringing to more than \$1 million the expenditure on expansion in five years.

The convocation centre, which is still in a completion phase, will provide full gymnasium area for the school's physical education program.

As final completion is reached in 1965, the hall will be suitable for graduation ceremonies, drama, lectures, conferences, concerts, conventions and rallies.

The dormitory was financed under the National Housing Act and provides 92 beds, a dean's suite, lounge, reading room and study and recreational areas.

Seven of the ten college presidents since 1911 were present. They came from points between Minneapolis and Seattle.

Other guests included the minister of education, Randolph McKinnon and the mayor of Camrose, J. A. McKenzie.

The junior college movement had been endorsed by Alberta's Survey Committee on Higher Education. The provincial government had passed undergirding legislation. Several educational leaders and editorial writers had promoted the concept of the junior college. All of these factors had encouraged the planning of junior colleges at Red Deer, Medicine Hat and Grande Prairie.

The factors referred to above also spurred expansion at the junior colleges already in existence and operation. Here publications gave space to financial campaigns, new campus buildings, and proposed growth of university programs.

In 1963, Mount Royal College published a brochure which was widely distributed entitled, Expanding to Develop More Able Minds. This Brochure reported in part as follows:

Not only has Mount Royal College been an economic asset to Calgary, but it is an important part of the cultural heritage of Alberta. In order to preserve this heritage and develop young minds for today, the college must expand. In today's world of high cost education, the private college which has to rely solely on student fees for its livelihood is finding it more and more difficult to finance. Mount Royal College is therefore seeking the support of enlightened citizens who recognize the importance of education to our society. \$500,000 is required to meet current capital needs.

It was not only at Mount Royal that growth was being considered. The other two junior colleges established for some years were also in the midst of expansion programs and proposals.

Building developments and expansion at Camrose Lutheran College were reported in The Edmonton Journal on June 29, 1963 as follows:

16 THE EDMONTON JOURNAL, Saturday, June 29, 1963

College To Build Centre

Special To The Journal

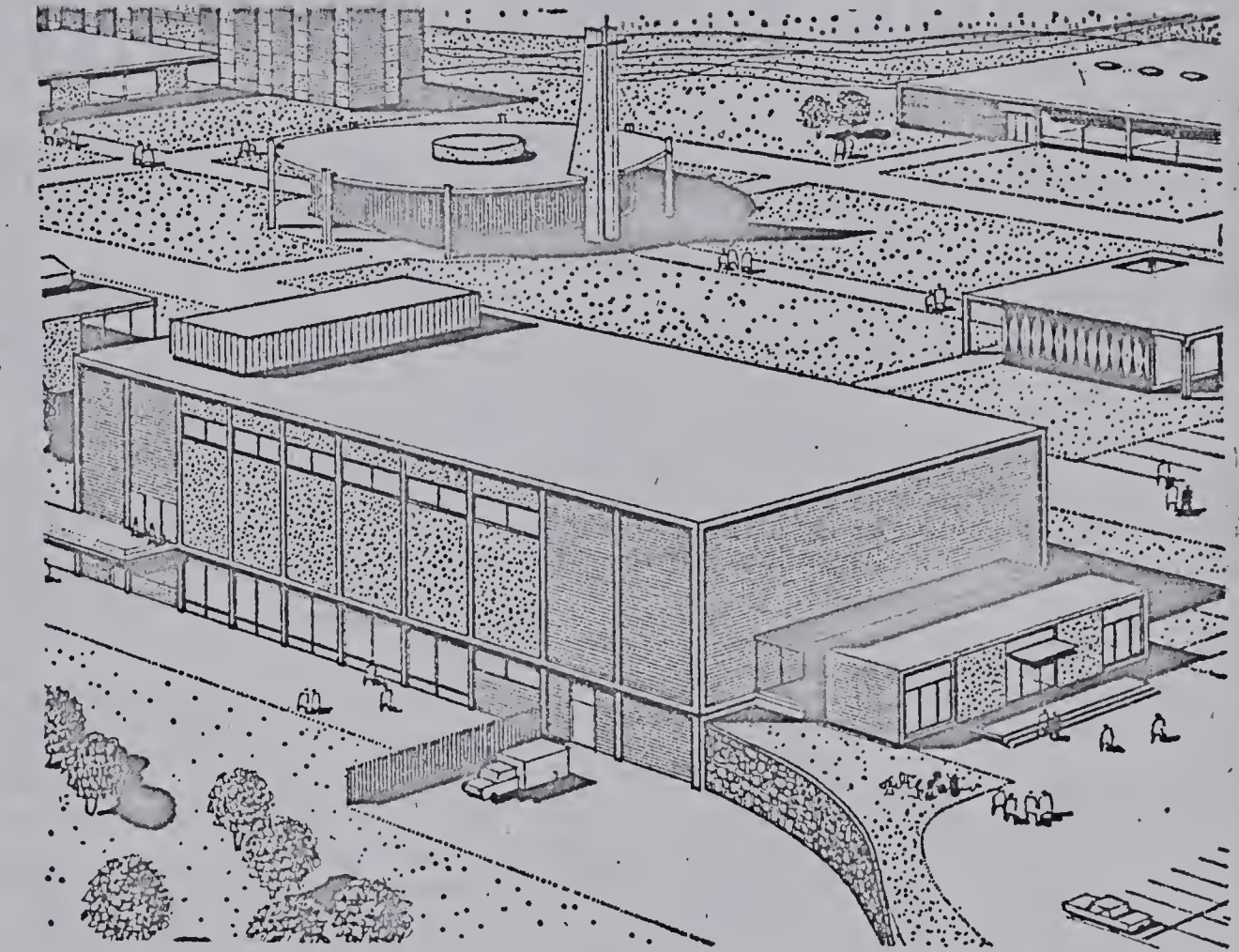
CAMROSE — The board of trustees of the American Lutheran Church have approved a grant of \$200,000 to the Camrose Lutheran College towards cost of constructing a convocation centre on the college campus.

Total estimated cost is \$476,000.

The loan from the church will be over a 10-year period at 4½ per cent interest. First stage of construction, costing approximately \$345,000, will consist of an auditorium with a capacity for 1,500 persons, a gymnasium and a chapel.

This will involve completion of the basement or lower area below the auditorium. This area, 20,000 square feet, will provide a cafeteria for 500 students, a modern kitchen, music, choir bank, piano rooms, storage space, and a shower and dressing rooms.

To assist in this development



PROPOSED CONVOCATION CENTRE AT CAMROSE LUTHERAN COLLEGE
... first \$476,000 stage of long-range campus program

it is hoped an outright gift of \$75,000 will be received from the American Lutheran Church by Feb. 1. This type of gift is given for capital expansion. It is hoped a similar gift will be received the following year to allow for the completion of the entire project.

The development program undertaken in 1961 by the board of regents has already provided \$85,000 in cash and pledges.

However, a further \$60,000 will be required to complete Stage One of the project but as this is in a heavily populated Lutheran area, little difficulty is seen in this direction.

The convocation centre is the first building envisioned by the school's board of regents and its development council as part of a long range program for a stronger high school and greatly expanded junior college program.

DORMITORY TO FOLLOW

In conjunction with this development is the construction of a \$250,000 dormitory, with accommodation for 89 students. In hurdling one obstacle the college has been ruled eligible for loans for university construction under the National Housing Act, with 90 per cent of the capital cost being made available over a 40-year period. However, this type of financing

must be approved by the board of trustees of the church.

The chairman of the board of regents of the college, Luther Olson, has left for Minneapolis, where he expects to gain permission for the construction of the dormitory. If permission is granted, construction will start immediately and the building is expected to be completed by the fall of 1964.

When the entire project is completed it is expected the college will be granted second year affiliation with the University of Alberta. President of the college, G. Loken, says there are three conditions before this can be achieved. The college faculty must include five members who have P.H.D. degrees, a student enrolment of over 150, and an expansion of the existing library to three times its present size, estimated to cost up to \$40,000.

second-year status was reported on November 21, 1963 in The Edmonton

Journal as follows:

South College Studies

Expansion Of Courses

Lethbridge junior college may be expanded to offer second-year as well as first-year university.

Dr. D. E. Smith, chairman of the University of Alberta's junior college committee, says the possibility is being studied by the college but the university has not yet given consideration to such a step.

"It would mean a change in the university's rules and regulations and would have to be considered very carefully," explained Dr. Smith, dean of arts at the U of A.

ONLY COLLEGE

If such a step is taken, the Lethbridge college will be the first and only one of three junior colleges in the province to offer a second-year university program.

And the ultimate outcome could conceivably be the elevation of the Lethbridge campus to full university status.

"Maybe someday Lethbridge college could grow to the third campus of the University of Alberta," Dr. Smith agreed. "It would seem the logical place if such a development ever does take place, though I don't think anyone is looking that far ahead."

LOOKING AHEAD

But the province is looking ahead in its junior college program.

Red Deer is all but set to start its college, plans are progressing for establishment of one in Grande Prairie and Medicine Hat is reported to be thinking about such a step.

Junior colleges — which in Alberta is the term for institutions offering first-year university — are now in operation at Calgary (Mount Royal, a private United Church-operated college) and the Camrose Lutheran College, as well as Lethbridge.

BILINGUAL TEACHERS

In addition, College St. Jean in Edmonton is affiliated with the university, but only for the specific purpose of educating bilingual teachers.

Mount Royal, the first college in Alberta to affiliate with the U of A, for many years offered a first-year university program. But after the Calgary campus was established, causing the college enrolment to drop, Mount Royal instituted its "come-up program," now in its fourth year.

COMBINED PROGRAM

This is a combined matriculation and university program for students who are short one grade 12, subject other than English. Thus, students can complete their senior matriculation and also take up to four university credits. The college has some students taking first-year university.

"We can't admit these students into university," said Dr. Smith, "but I feel it's a good thing to have an institution in the province which can."

The Lethbridge college opened in 1957 and the Camrose college began operations about five years ago.

College St. Jean, while still affiliated with the University of Ottawa for its arts program, last fall began its bilingual teacher training program in affiliation with the U of A. Under the agreement, students take two years at the college and the third year at the faculty of education.

FALL OF '64

A junior college for Red Deer,

tentatively approved by the university board of governors subject to meeting certain staff and curriculum standards, plans to open in the fall of 1964. Existing high school buildings and facilities will be used temporarily.

Much the same set-up is being considered for Grande Prairie although plans are not as far advanced. Dr. Smith said the new vocational school in the northern community would probably be used to start with.

SEEK AFFILIATION

Dr. Smith said a number of private colleges are also talking about seeking affiliation with the university but he did not name them.

The dean said he is highly enthusiastic about the program, especially since it enables students to go on to university who otherwise probably would not.

Junior colleges enable students to take their first year university close to home, which means greater convenience and less expense, he said. And once the first year — which usually is the most difficult — is completed, students are more inclined to continue.

Dr. Smith added that students from the junior colleges do as well at university as other students.

"The growth of junior colleges will ultimately mean an increase in the University of Alberta campus populations," said Dr. Smith. "But I believe that we need more university graduates."

Evidence that the role to be filled by the junior college in Alberta still needed further clarification and study was pointed out in an editorial in The Edmonton Journal on April 29, 1965 thus:

Junior College Design

THE VERY FACT that communities in Alberta are establishing junior colleges reflects a growing appreciation of an important point made by Mr. Geoffrey Andrew, executive director of the Canadian Universities Foundation.

His point is that in today's society, requirements have developed for post-secondary education and training which do not go so far as full degree programs. A full secondary education is not enough but a full degree program goes farther than necessary in the cases involved.

For many industrial and technical purposes, the requirements are met by programs available at Alberta's technical institutes. And the rising tide of enrolment in these institutes shows that parents, young people, and business and industry recognize the worth of an intermediate level of higher education in technology.

As Mr. Andrew points out, however, there still is much uncertainty

about just what requirements junior colleges should meet, apart from general arts and science courses that can carry credits toward an arts or science degree.

He suggests that this is rather surprising, since there are concrete examples of a wide range of institutions, "chiefly in the western United States, but also some in western Canada."

He is not suggesting slavish imitation but rather a careful study of the whole matter, to define the range of needs and to determine whether one very flexible type of college could meet the various requirements of students and localities or whether a variety of colleges, within a certain range, would be the better solution.

It looks like the sort of specific task which, in Alberta, should be undertaken by a qualified committee organized and financed by the universities and the provincial government.

The chapters that follow in this study focus attention on this junior college design under the headings of progress, program and prospect.

IV. SUMMARY OF CHAPTER II

In this chapter, the national as well as the provincial growth in university enrolment has been indicated. Against the background of demographic data, several factors related to this growth have been identified. This section has also provided a section on news items relative to the encouragement, growth and the scope of junior colleges. Not only have these reports suggested interest in the expansion of post-secondary education in the province, but they have also provided considerable relevant background to understand better the rapid development of the junior college movement in Alberta during recent years.

CHAPTER III

PROGRESS OF THE JUNIOR COLLEGE IN ALBERTA

In this chapter the progress of the junior colleges will be reviewed briefly from their inception. Various aspects of their growth will be examined--enrolment, status, organizational structure, and finances. Most of the material for this chapter was gathered from such primary sources as college calendars, personal contacts with school heads, and letters and the questionnaire included in the Appendix. The chapter emphasizes the present status rather than the historical development of the junior college movement.

I. EARLY BEGINNINGS AND GROWTH

The growth of university work in Alberta is an interesting story which can only be touched upon in a brief way here. The introduction to the 1963-64 calendar of the University of Alberta provides the following concise review of the development of this university:

Instruction at the University began in September 1908, in the Faculty of Arts and Science, which was first officially so designated in 1914. In 1963, the Faculty at Edmonton became the separate faculties of Arts and Science. Teaching in other fields was established as follows: 1912 - Law; 1913 - Medicine and Engineering; 1915 - Agriculture; 1917 - Dentistry and Pharmacy; 1918 - Household Economics; 1924 - Education and Nursing; 1928 - Commerce; 1950 - Physical Education; 1954 - Physiotherapy; 1961 - Dental Auxiliary; 1962 - Dental Hygiene. Graduate Study began slowly in the early years, but has increased rapidly since 1950; the Faculty of Graduate Studies was established in 1957.

The Department of Extension was initiated in 1912, and the Banff School of Fine Arts in 1933. University classes began in

Calgary in 1946; the first year of Arts and Science was provided in 1951, and the first year of various degree courses and the second and later years of some have gradually been added.

It was not until 1960 that a separate campus for the University of Alberta at Calgary was established. Local enthusiasm had long encouraged the growth of this institution out of the normal school that had operated in the City for many years. A 320-acre site in north-west Calgary was secured. Initial plans for the new development at Calgary were prepared by the university authorities in Edmonton, with advice and encouragement from the staff of the Calgary branch under the guidance of its director, Dr. A. L. Doucette. In 1960, Dr. Malcolm Taylor was appointed as principal of the growing Calgary institution. He was also designated as vice-president of the University of Alberta.

In a few short years, the branch at Calgary has assumed increased autonomy, and is rapidly becoming a full-fledged university. According to press releases, the University Act of the province of Alberta is being revised to make the campus at Calgary an autonomous institution by 1966. Each year has been a year of growth in enrolment, facilities and staff. Gradually a full range of undergraduate programs are being assembled, and specialized graduate programs is being developed. It would appear that Calgary is making rapid progress in becoming the second major university in Alberta.

Mount Royal College at Calgary

Mount Royal College which had been founded as early as 1910 in Calgary, is the pioneer school in Alberta to operate as a junior college in affiliation with the University of Alberta. The annually published school calendar provides information concerning the progress of the school.

As early as 1910 it received its charter from the Legislature of the Province of Alberta. Early in 1911 the College began with a registration of 154 students in its academic and commercial departments and in its Conservatory of Music. In order to meet the demand for different programs and courses its original charter has been amended twice--in 1944, and again in 1950.

In 1931, under the leadership of Dr. Kerby and the Board of Governors a university department was started with the teaching of Arts and Science courses. By 1944 some engineering courses were added. In 1956, the Business Administration department of the Junior College was established.

As the attendance in the added departments increased, the College expanded its facilities. Kerby Memorial Building and the G. D. Stanley Gymnasium were completed in 1949. In 1957, a wing was added to the Kerby Memorial Building. In 1961, the Kerby Memorial Building was remodelled and a large new wing was added. Thus, in its first fifty years of operation Mount Royal College has grown from a small parochial school into a junior college. As will be pointed out later, this school now attracts students from many areas of North America.

Lethbridge Junior College

On April 13, 1964, Dr. W. H. Johns, President of the University of Alberta stated:

The best example of the public junior college in Western Canada if not in the whole country, is Lethbridge Junior College. It was established seven years ago on the initiative of the late G. C. Paterson whose death a few days ago marks the end of a great era of development of public education in Lethbridge. He had the loyal

support of a number of people, notably Mrs. Kate Andrew, Mr. James Cousins and Mr. L. H. Bussard, but Dr. Paterson was the real centre of the movement to establish a junior college there. He was responsible for bringing up Dr. S. U. Martorana from the United States to carry out the preliminary survey and to write the report that convinced the community, the university and the government that a junior college was necessary there.¹

Lethbridge Junior College opened in 1957 under the provisions of the Public Junior College Act. The calendars of this school provide information concerning its development. It was first housed in the Lethbridge Collegiate Institute which had added eighteen more rooms in 1956. However, by 1962, a new site of 70 acres was provided by the city and a new college building costing \$1,500,000 was started. University and business education courses commenced here in September, 1962. A large vocational program went into effect in September, 1963. As will be pointed out later in Table XII, on page 82, support for Lethbridge Junior College has grown to the point where this college is now supported by seventeen school districts, divisions or counties in Southern Alberta.

In affiliation with the University of Alberta, this junior college offers the first year or programs leading to certification and degrees in the faculties of Arts, Science, Dentistry, Medicine, Law, Education, Agriculture, Veterinary Science, Commerce, Nursing and Household Economics.

It also offers programs of a terminal nature--Business Education, Automotives, Radio-T.V., Appliance Repair, Sheet Metal, Electricity, Food Services, and Welding. In certain fields, apprenticeship program and courses for transfer to the Institutes of Technology are given. An

¹Address given to the Education Society of Edmonton.

evening program provides university, matriculation, technical, commercial and general courses designed to meet the needs of those who are unable to attend during the day.

Camrose Lutheran College

Information on the development of Camrose Lutheran College as the third junior college to be affiliated with the University of Alberta has been obtained from the calendars and records of the school. Camrose Lutheran College has operated as a junior college since 1959. Up to 1957 this college was owned and operated by the Alberta Norwegian Lutheran College Association, a voluntary association of congregations belonging to the Norwegian Lutheran Church (later named the Evangelical Lutheran Church). Organized on the 10th day of August in 1910, this Association was incorporated by a special act of the Legislative Assembly of the Province of Alberta assented to on March 25, 1913. The first academic session began on October 2, 1911. According to the 1961-62 school calendar, enlarging needs and opportunities caused the Association to desire a more comprehensive basis of ownership for the College. The 1957 Canada District Convention of the Evangelical Lutheran Church acted favorably upon the request of the Association to receive Camrose Lutheran College as an institution of the Church. The necessary legislative enactment became effective on April 1, 1958.

As early as 1939, Camrose Lutheran College offered a year beyond Grade XII to pre-seminary students. However, it soon became apparent that a recognized general junior college course was needed that would serve more of the youth of the area.

On this problem, Ronning wrote:

One of the demands being made upon Camrose College by its constituency is for a junior college course. The College Board hopes to expand the present pre-seminary course into a junior college as soon as it becomes financially possible to meet the requirements of the University of Alberta in this respect. The increase in the Grade XII enrolment is an indication of the demand. . . .The University of Alberta has recognized this trend and has set up certain requirements for the establishment of junior colleges. For financial reasons only the Board of Camrose College has postponed until after the war their plans for a junior college course.²

Then in June 1955, Harold C. Melsness, chairman of the Board of Directors stated in his report to the Board:

It seems more and more evident that the policy of the Government and the University will be to encourage the establishing of junior colleges in various centers in the near future. Camrose College should try to be ready to develop such a school within the next few years, but this will require better facilities than we have now. Unless we begin to plan and act now, we may lose the opportunity to make our school an even more important educational institution than it is now.³

It was not until late in 1955 that a serious study of the whole problem of establishing a junior college was undertaken under the administration of Dr. G. O. Evenson. It was realized that the first step in this direction would be to secure more facilities. Hence, a Fulfillment Fund Campaign was launched whereby a large junior college building was erected in 1958, at a cost of \$240,000. The forty-ninth session of the College in September 1959 witnessed the inauguration of a first-year university curriculum offering courses in Arts, Science and Education with all earned credits transferable to the University.

²Chester A. Ronning, "The Camrose Lutheran College" (unpublished Master's thesis, University of Alberta, May, 1942), pp. 217-218.

³Taken from official reports on file at Camrose Lutheran College.

The program has developed rapidly until in the seventh year of operation, Camrose Lutheran College is offering thirty-four first-year courses in thirteen different faculties or departments.

Review of a Transition

In Alberta, the transition from a highly centralized single university at Edmonton to the establishment of regional affiliates at Calgary, Lethbridge, Camrose, Red Deer and Medicine Hat is well advanced. The establishment of further centres can be expected.

Jchns indicated that there now is a greater understanding of the function and scope of junior colleges in the province when he said:

The success of Lethbridge Junior College has encouraged other centres in Alberta to press for junior colleges as well--notably Red Deer, Grande Prairie and Medicine Hat. A survey carried out in the Medicine Hat area indicates that there will be 128 students planning to attend university this fall, of whom 43 might be accommodated in a junior college. By 1965 the figures will be 195 and 58 respectively and by 1968 they will reach 231 and 93.

This is not quite as encouraging as the picture in Lethbridge but it seems to justify the local authorities in Medicine Hat in urging the establishment of a junior college by 1965. The situation there is somewhat complicated by the fact that the Hillcrest Bible College in that City is also planning to offer first year university courses in affiliation with the University of Alberta.

Red Deer has also carried out a survey and plans to open a junior college in that City by the Fall of 1964 if possible. They have secured approval in principle for such a step from the Board of Governors, subject to their meeting the requirements for affiliation prescribed by General Faculty Council. Prospects for success are good because they have the support of the Red Deer Public School District No. 104, Red Deer Separate School District No. 17, the County of Red Deer No. 23, the County of Lacombe No. 14, the County of Mountain View No. 17 and the County of Ponoka No. 3, with a total population of nearly 90,000, a school population of over 20,000 with over 1,000 in Grade 12 last June. They estimate an initial enrolment of over 70 students and hope to begin

operations in the Lindsay Thurber Composite High School and the Red Deer Composite High School until they have their own campus, buildings, and staff.

Grande Prairie is having trouble getting positive assurance of support sufficient to justify an application for approval but the move for a junior college is growing and will continue to grow. They anticipate support from eight or nine school areas but this is not yet assured.

Among the private junior colleges Mount Royal and Camrose are now affiliated with the University and others may plan affiliation soon. . . .

At present affiliation with the University of Alberta is the key to successful operation of a junior college and the help the university gives is of great value in assuring a competent staff and the maintenance of adequate standards. The University prescribes a minimum of six teachers giving half their time to university level work. This minimum may be raised shortly. It also investigates the standards of classrooms, library, and laboratory facilities before giving the prospective junior college its blessing.⁴

II. ENROLMENT DATA ON ALBERTA JUNIOR COLLEGES

So far in this chapter, the growth of higher education in Alberta has been reviewed. The decentralization trend has been noted. As concrete evidence of the progress of the junior colleges, attention is now focused on the growth of junior college enrolments based on data supplied by the college heads. If the present enrolments of the junior colleges seem to be small in comparison with the large university centres of today, it is interesting to note that the University of Alberta began in 1908 with four professors and forty-five students.⁵

⁴Address given to the Education Society of Edmonton by W.H. Johns.

⁵John MacDonald, The History of the University of Alberta, 1908-1958 (Toronto: W. J. Gage, 1958), p. 22.

Growth in Enrolment

Lethbridge Junior College began operations in 1957 with twenty-five university students, and in eight years had increased the enrolment in university courses to 191. Figure 4 shows graphically the rapid enrolment growth at this pioneer public junior college in university courses. This college also now serves about two hundred students in the various vocational programs.

The pioneer private junior college, Mount Royal at Calgary, made its beginning in university work in 1931. In its thirty-five years as a school of higher learning, it is now serving over four hundred students in its total junior college program. In December 1964, the school head reports one hundred fifty-two full-time university students in various transfer programs related to the University of Alberta or to selected universities in the United States.

Camrose Lutheran College added first-year university courses to its curriculum in the fall of 1959 starting with only nine students and seven instructors. Most of these instructors also did considerable teaching in the high school department of the school. After six years of operation, the enrolment at Camrose had increased to seventy-eight full-time university students served by sixteen instructors. An analysis of this growth is given in Figure 5. The graph in Figure 5 relates the growth in the number of full-time junior college students with the steady increase in the number of university courses offered and the additions of staff members including a breakdown of their degrees at the bachelor, master and doctoral levels.

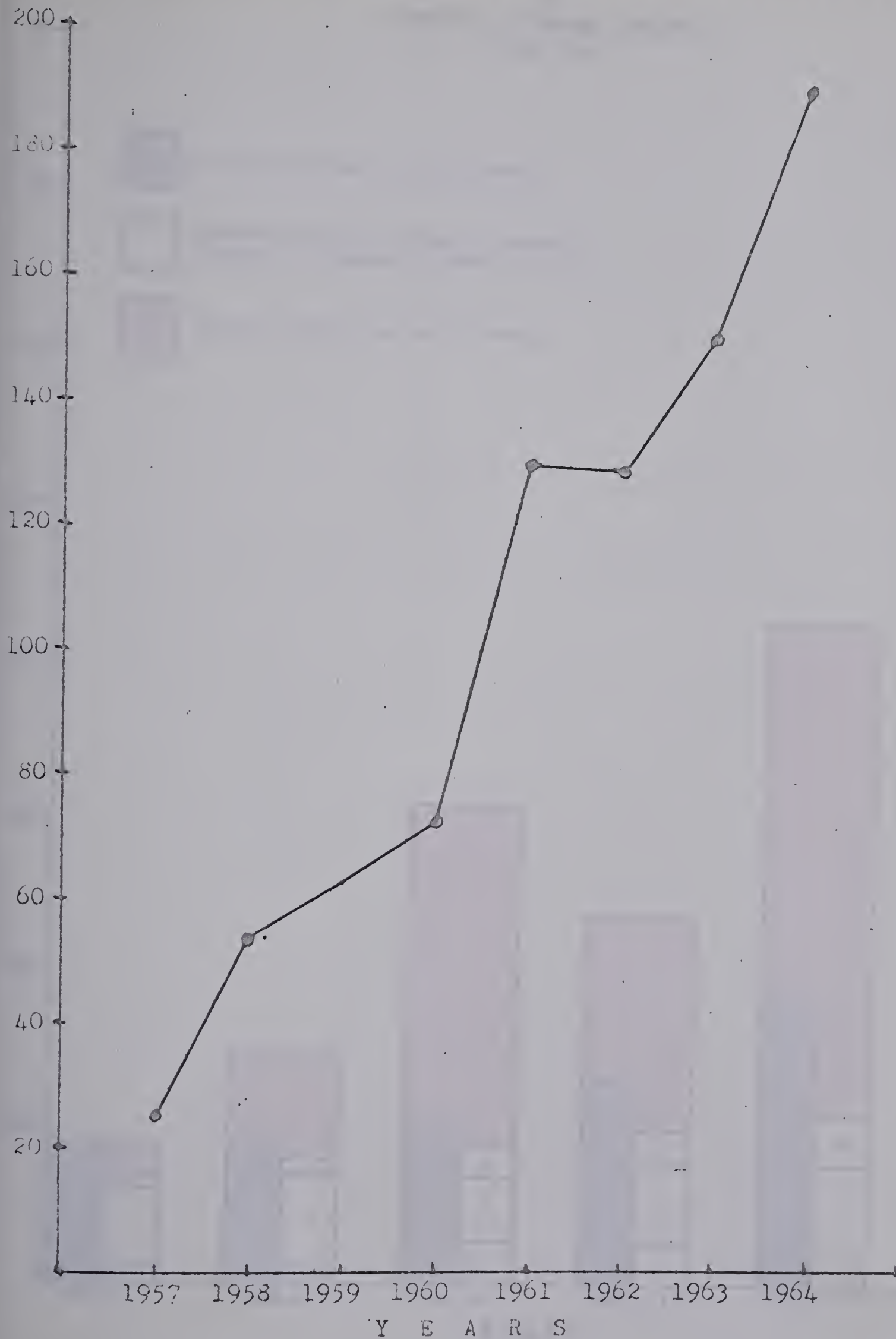
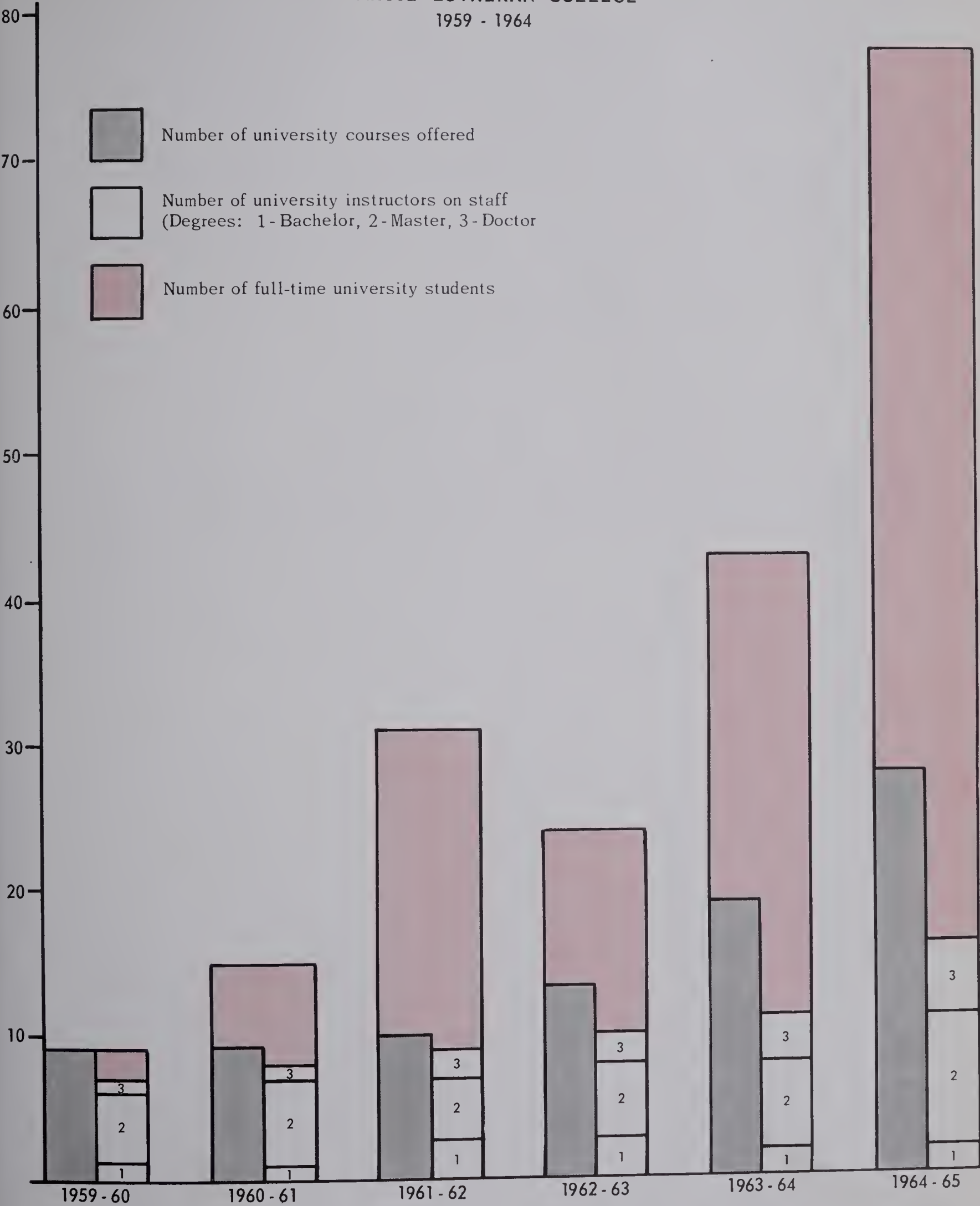


Figure 4

GRAPH OF LETHBRIDGE JUNIOR COLLEGE UNIVERSITY ENROLMENT
(BASED ON DATA SUPPLIED BY THE SCHOOL)

GROWTH OF UNIVERSITY INSTRUCTION

AT
CAMROSE LUTHERAN COLLEGE
1959 - 1964



Y E A R S
FIGURE 5

GROWTH OF UNIVERSITY INSTRUCTION AT CAMROSE LUTHERAN COLLEGE

Table VIII shows the growth in junior college enrolments for four junior colleges for the years from 1957 to 1965, and includes a 1970 projection based on estimates given by the heads of each school. This table includes the enrolment for Red Deer Junior College which opened in the fall of 1964 with an initial enrolment of one hundred seven full-time students.

TABLE VIII

GROWTH IN JUNIOR COLLEGE ENROLMENTS 1957-64
(INCLUDING A 1970 PROJECTION)

	Mount Royal ^a	Lethbridge	Camrose	Red Deer	Total
1957-58	100	25			125
1958-59	115	57			172
1959-60	129	62	9		200
1960-61	177	72	15		264
1961-62	213	130	31		374
1962-63	207	129	24		360
1963-64	289	151	43		483
1964-65	432	191	78	107	808
Projection for 1970	600	450	350	420	1,820

^aFigures for Mount Royal include the total of transfer students approved under University of Alberta programs plus the enrolment in terminal courses offered at this school, plus the total of transfer students to universities in the United States. Because of Mount Royal's arrangements with the United States universities, it is sometimes difficult to distinguish between the transfer and the terminal student. Since this school operates on the semester system, figures have been approximated for the year.

Source of Students

In dealing with the matter of enrolments at junior colleges, the source of the students is also pertinent. A study of school records and publications enables one to answer the question: From where does a junior college attract its students?

The 1962 geographical distribution for the students at Mount Royal is given in Table IX and is based on data supplied by the school.

TABLE IX

1962 AREA STUDENT ENROLMENT PERCENTAGES FOR MOUNT ROYAL COLLEGE

Area	Percentage
Calgary	51%
Suburbs of Calgary	5
Other parts of Alberta	33
British Columbia	6
Saskatchewan	2
Other provinces, the U.S.A. and other countries	3
	<hr/> 100

Lethbridge Junior College attracts most of its university enrolment from within a radius of twenty-five miles from the city. Another large group comes from the area within the range of twenty-five to fifty miles. Figure 6 gives the breakdown of the October 1, 1963-64 registration of one hundred fifty-two students. This indicates that 66 per cent of the students come from an area within the twenty-five mile radius, 20 per cent within the radius of twenty-six to fifty miles, 9 per cent from the fifty-one to seventy-five mile range and 5 per cent from

EACH DOT = 1000 persons based on 1961 Census
 CIRCLES are 25 miles apart
 NUMBERS indicate university students

LETHBRIDGE - 36,000



FIGURE 6 U. S. A.

beyond seventy-five miles.

A composite summary of the geographical distribution of all junior college students at Camrose Lutheran for the six-year period from 1959 to 1965 is given in Table X. This table indicates that 48 per cent of the students that attend come from an area within twenty-five miles from Camrose; 22 per cent from within twenty-five to fifty miles; 5 per cent from within fifty to seventy-five miles; and 25 per cent come from beyond the seventy-five mile range.

TABLE X

GEOGRAPHICAL DISTRIBUTION OF JUNIOR COLLEGE STUDENTS AT
CAMROSE LUTHERAN COLLEGE
(FOR SIX YEAR PERIOD 1959-1964)

Area	Day Students	Evening Students	% of Total	Numbers Total
Within Radius of 25 miles			48%	
Camrose City	48	26		74
Camrose Rural	30	26		56
Within Radius 25 to 50 miles	47	14	22%	61
Within Radius 50 to 75 miles	14	1	5%	15
Beyond 75 miles			25%	
Alberta	50	1		51
British Columbia	8	0		8
Saskatchewan	5	0		5
Manitoba	2	0		2
Foreign	1	0		1
Totals	205	68	100%	273

Alberta's junior colleges have shown a steady enrolment growth. The analysis of this enrolment has shown that these schools draw most of their students from the immediate area. The private junior colleges attract some students from a considerable distance.

III. LEGAL PROVISIONS AND REGULATIONS GOVERNING JUNIOR COLLEGES

Public Junior Colleges

The Province of Alberta opened the way for junior colleges in a new and significant step forward by the passage of the Public Junior Colleges Act in 1958. The full text of this Act is included in the Appendix. This Act provided for the establishment of public junior colleges subject to the approval of the Minister of Education, and the Board of Governors of the University of Alberta declaring the affiliation of the junior college with the University of Alberta. The 1958 Act stipulated that subjects to be taught could not be of higher level than the level commonly accepted for the first year beyond University of Alberta matriculation in a course leading to a bachelor's degree, or for the purpose of teaching other subjects of a general or vocational nature not provided in the high school curriculum of the Province.

On April 15, 1964, the Alberta legislature assented to an amendment which clarified and broadened the establishment of junior colleges by a new Section 3 of the Public Junior Colleges Act as follows:

Junior Colleges may be established and operated pursuant to this Act for the purpose of teaching

- (a) subjects of university level not higher than the level commonly accepted for the first year beyond University of

Alberta matriculation in a course leading to a bachelor's degree,

- (b) with the approval of the University of Alberta, subjects in a course of study for a year other than the first year beyond University of Alberta matriculation, and
- (c) other subjects of a general or vocational nature not provided in the high school curriculum of the Province.

Under the Public Junior Colleges Act, a school board was given authority to establish and maintain a junior college within the area of the school district or school division. The school board could enter into agreements with other school boards for the establishment and maintenance of a junior college to service the areas of the school districts or school division joining together to establish a junior college. Thus, the way was paved for cooperative efforts in the setting up of such schools to serve a large geographic area. Since 1958 the Public Junior Colleges Act has been amended four times. These several amendments, also included in the Appendix, are indicative of the interest and concern for the proper establishment of junior colleges in Alberta. Most of the amendments are concerned with clarifying such matters as: membership on boards, powers of that board, terms of office, resignations from the board, and debenture borrowing procedures.

University of Alberta Regulations

The University of Alberta has stipulated the regulations which govern the operation of its affiliated junior colleges. The regulations which follow are printed in the back of the 1965-66 calendar:

By authority of the Co-ordinating Council of the University, junior colleges may be recommended to the Board of Governors for affiliation with the University under the following conditions:

1. STAFF

- (a) Number of staff: A minimum staff of six teachers giving the major part of their time to first year junior college work, or ten giving the major part of their time to first and second year junior college work, must be maintained.
- (b) Qualifications of staff: The members of staff teaching only first year courses should hold at least the Master's degree or its equivalent in the main field of instruction; those teaching any second year courses should hold substantially higher qualifications in the appropriate field of instruction. All staff members offering instruction at the university level must be approved for appointment by the Committee on Junior Colleges of the University of Alberta. (Under the School Act, all staff members offering instruction in High School work must hold teachers' certificates.)

2. CURRICULUM

Courses and programs of studies for university credit must be approved by the University Committee on Junior Colleges.

3. EQUIPMENT

Library and laboratory facilities must be adequate in the subjects taught in the junior college.

4. ADMISSION

The conditions of admission to university courses and programs at junior colleges will be those which obtain in the University of Alberta.

5. EXAMINATIONS

The examinations of the junior college in courses offered for university credit will be the regular university examinations in these courses. In addition to Physical Education not more than ten full courses may be offered for university credit by any student taking both first and second years at the junior college.

6. FINANCIAL SUPPORT

The University of Alberta assumes no responsibility for the financial support of affiliated junior colleges.

7. AFFILIATION WITH OTHER INSTITUTIONS

Junior colleges affiliated with the University of Alberta may not have or enter into affiliations or accreditation arrangements with other colleges or universities without the permission of the General Faculty Council.

8. PERIOD OF AFFILIATION AGREEMENT

The period of any affiliation agreement shall be five years.

9. PUBLIC ANNOUNCEMENTS

All documents which an affiliated institution proposes to issue for public information and which purport to contain a statement of the institution's relationship with the University or other universities shall be submitted before printing for the approval of the President of the University.

Under these regulations, any school private or public may apply for recognition as a junior college. The accreditation procedures involve a written request for consideration, supported by the necessary data and documents to meet the standards laid down by the University of Alberta, and as supervised by the Junior College Committee of the University.

Public junior colleges have legal status under Alberta's Public Junior Colleges Act passed in 1958. Both private and public junior colleges are subject to regulations set down by the University of Alberta.

IV. ORGANIZATION AND ADMINISTRATIVE STRUCTURE OF THE JUNIOR COLLEGES RELATED TO PROGRAM

In order to gain insight into the organization and structure of the present junior colleges, it will be necessary at this point to examine somewhat broadly the total program of each junior college in Alberta.

A Survey of the Total Program Offered at Three Junior Colleges

Mount Royal College at Calgary. This private college offers the following programs according to the 1963-64 calendar:

1. Transfer university courses based on the semester system.

These are offered in a fall and winter term from September to April and in a spring and summer term from February to August.

2. One and two year Career programs in:

- A. Arts and Science
- B. Business Administration
- C. Community Service Training
- D. Engineering Technician Training
- E. Library Clerical Training
- F. Radio and Television Training
- G. Secretarial Courses
- H. Interior Design
- I. Journalism
- J. Recreational Leadership and Athletics

3. Combined Matriculation and University Program. This program has been designed by Mount Royal Junior College in consultation with the University of Alberta, especially for those students who lack only one of the six required Grade XII subjects for complete matriculation standing or whose average in the six subjects is not quite that of the 60 per cent average required for admission to the University of Alberta. Students may apply for registration in the Combined Matriculation and University Program (Program "C") provided they can meet the following requirements:

- A. Must possess an average of 60 per cent, or better, in five (5) of the six Grade XII subjects required for Matriculation with a pass mark of 50 per cent in each.

- B. English 30 must be included among the five subjects Submitted in (1).
- 4. Conservatory of Music School.
- 5. Senior High School on the semester system.
- 6. Tutorial school in the first two weeks of August for high school supplemental examination.
- 7. Summer school courses in high school.
- 8. **Evening** education programs in high school, theology, secretarial, business, and general interest courses.

Lethbridge Junior College. This public junior college offers the following programs according to the 1963-64 calendar:

- 1. Transfer university courses in affiliation with the University of Alberta offered during the regular university year, September to April, in the following faculties or school:
 - A. Arts and Science.
 - B. Agriculture
 - C. Commerce
 - D. Education
 - E. Engineering
 - F. Household Economics
 - G. Nursing
 - H. Physical Education
- 2. Summer Session in Grade XII subjects from July to mid-August.
- 3. Coaching course early in August for students who wish extra help for supplemental Grade XII examinations.
- 4. Technical and Vocational Section (8 month course)
 - A. Appliance Service Technician
 - B. Automotives

- C. Business Education
 - (1) Advanced Secretarial
 - (2) General Secretarial
 - (3) Medical-Dental-Legal Secretarial
 - (4) General Commercial
 - (5) Merchandising
 - D. Commerical Cooking
 - E. Drafting
 - F. Electricity
 - G. Radio-Television Technicians (Electronics)
 - H. Sheet Metal
5. Technical and Vocational (4 month course)
- A. Automotives
 - B. Welding (also offered as a 2 month course)
 - C. Food Service

Camrose Lutheran College. This private college offers the following programs according to the 1963-64 calendar:

1. Transfer university courses in affiliation with the University of Alberta offered during the regular university year, September to April, in the following faculties or schools:
 - A. Agriculture
 - B. Arts
 - C. Commerce
 - D. Education
 - E. Household Economics
 - F. Law (110-120)
 - G. Medicine (Pre-medical)
 - H. Nursing
 - I. Science
 - J. Theology
 - K. Physical Education
 - L. Recreational Leadership
2. Senior High School in the matriculation pattern plus complete commercial options.
3. Some classes in university courses for adults.

Each of the junior colleges now functioning is in no sense purely

devoted to university work. In each case, the total program is broader than just first year university courses, and in many instances the program is geared to community interests and needs.

Administrative Organization at the Junior Colleges and Identification of Organizational Categories

The total work and scope of a junior college determines much of its organizational structure and pattern. An examination of catalogs, constitutions and correspondence provide this information which is presented here under the following categories: controlling authority, chief administrative officer, department heads, business officer, other officers and faculty committees.

Controlling authority. At Mount Royal College the policies of the College are under the direction of a Board of Governors of some forty men and women. The members of the Board are drawn from many fields of business, education, the professions, religion and agriculture and are a representative group of well-known Alberta citizens. The Board is broken down into several active committees. This College also has a twenty-two man Academic Senate.

Lethbridge Junior College is subject to an eighteen-man Junior College Board consisting of elected representatives from the various school districts, divisions and counties participating in the support of the Junior College.

Camrose Lutheran College is governed by a nine-man Board of Regents elected by the Evangelical Lutheran Church of Canada in convention assembled.

Chief administrative officer (indicating title). At Mount Royal and Lethbridge the head of the school is known as principal, whereas Camrose Lutheran College indicates the title of president for this officer. The proposed junior colleges at Red Deer and Medicine Hat have elected to use the term dean to describe the head of the junior college for the present year of academic development.

Department heads. Mount Royal College provides for an academic dean of the College who coordinates the following directors: high school, university, business careers, librarian, student services and religious education.

At Lethbridge Junior College there are only two department heads, the Dean of the university section and the Director of Vocational Education.

Camrose Lutheran College also has two department heads, the Dean of the Junior College and the Principal of the High School.

Business officer. The chief business officer is designated by both Camrose and Mount Royal College as the business manager. Lethbridge designates this officer by the title of bursar which is a popular Canadian university designation.

Other officers. Both private schools also provide for a field officer known as the Director of Development. This officer works on fund-raising and college promotion. Librarians and registrars are also named and given considerable status.

Faculty committees. To illustrate the organization of the faculty into working committees a listing is given for two of the junior colleges. The number following each committee indicates the number of personnel on each committee.

Lethbridge Junior College

Library Committee	(4)
Curriculum Committee	(4)
Student Advisory	(5)
Welfare, Policies, Salary, etc.	(4)
College Development	(3)
Academic Standing	(4)
Honors and Scholarship	(4)

Camrose Lutheran College

Library Committee	(3)
Faculty Executive	(3)
Salary and Welfare	(3)
Student Activities	(3)
Academic Affairs	(3)
Dormitory Council	(4)
Musical Activities and Programs	(2)
Social Events	(2)
Campus Planning	(3)

Organizational Charts of Junior Colleges

The charts that follow provide insight into the organizational structure of each school, identify the various officers, and outline some of their areas of responsibility. See Figures 7, 8, 9, and 10, pages 67-70.

Functions of Each Organizational Category

In this section a synthesis of the functions of each of the organizational categories previously listed and described is now presented. This will provide further insight into the typical administrative organization of the junior colleges now operating in the province.

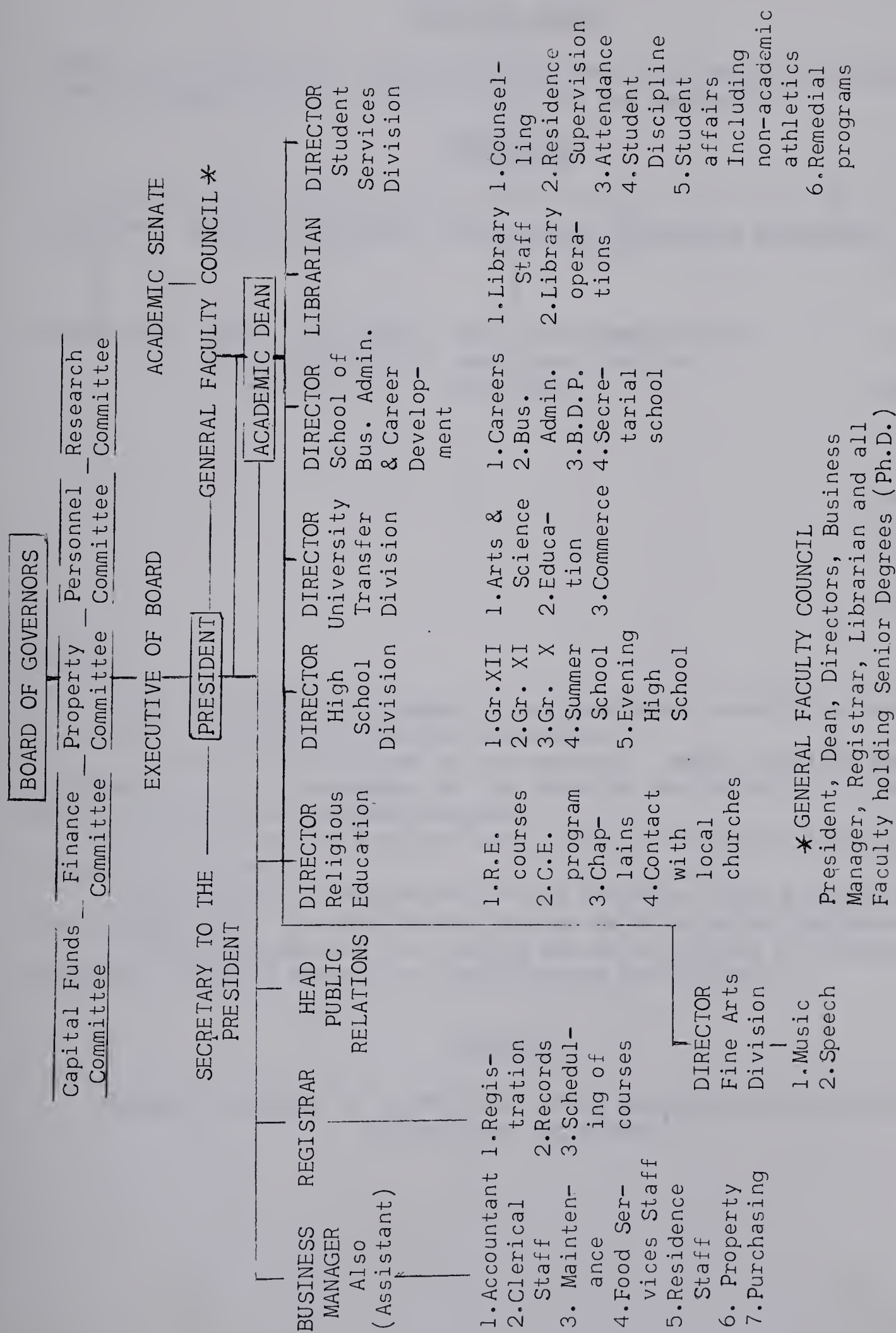
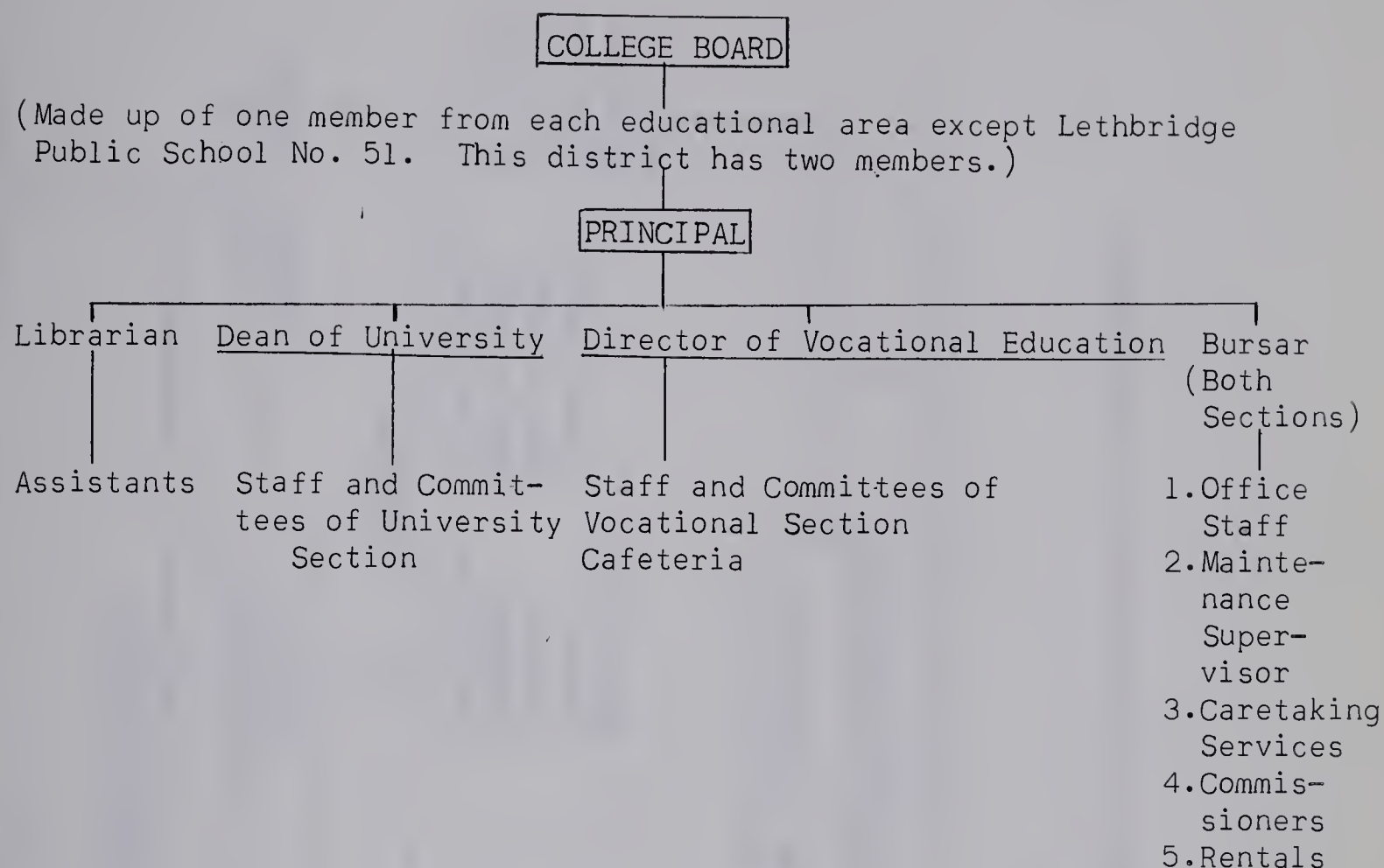


FIGURE 7

CHART OF ADMINISTRATIVE ORGANIZATION AT MOUNT ROYAL (BASED ON CHARTS SUPPLIED BY THE SCHOOL)



Notes:

The principal is a member of any committee, usually by invitation and in accordance with time available.

Control is not limited to the vertical. Many decisions are reached with little reference to the Board or the Principal. The latter must be informed for obvious reasons.

The Dean and the Director work closely in matters relating to both groups of students.

Night School is supervised by the Principal with assistance of Dean and Director. Evening Credit Program is directed by the Dean.

The Librarian runs the library but works closely with Dean, Director and staff members in the different disciplines.

FIGURE 8

CHART OF CONTROL AT LETHBRIDGE JUNIOR COLLEGE (BASED ON CHARTS SUPPLIED BY THE SCHOOL)

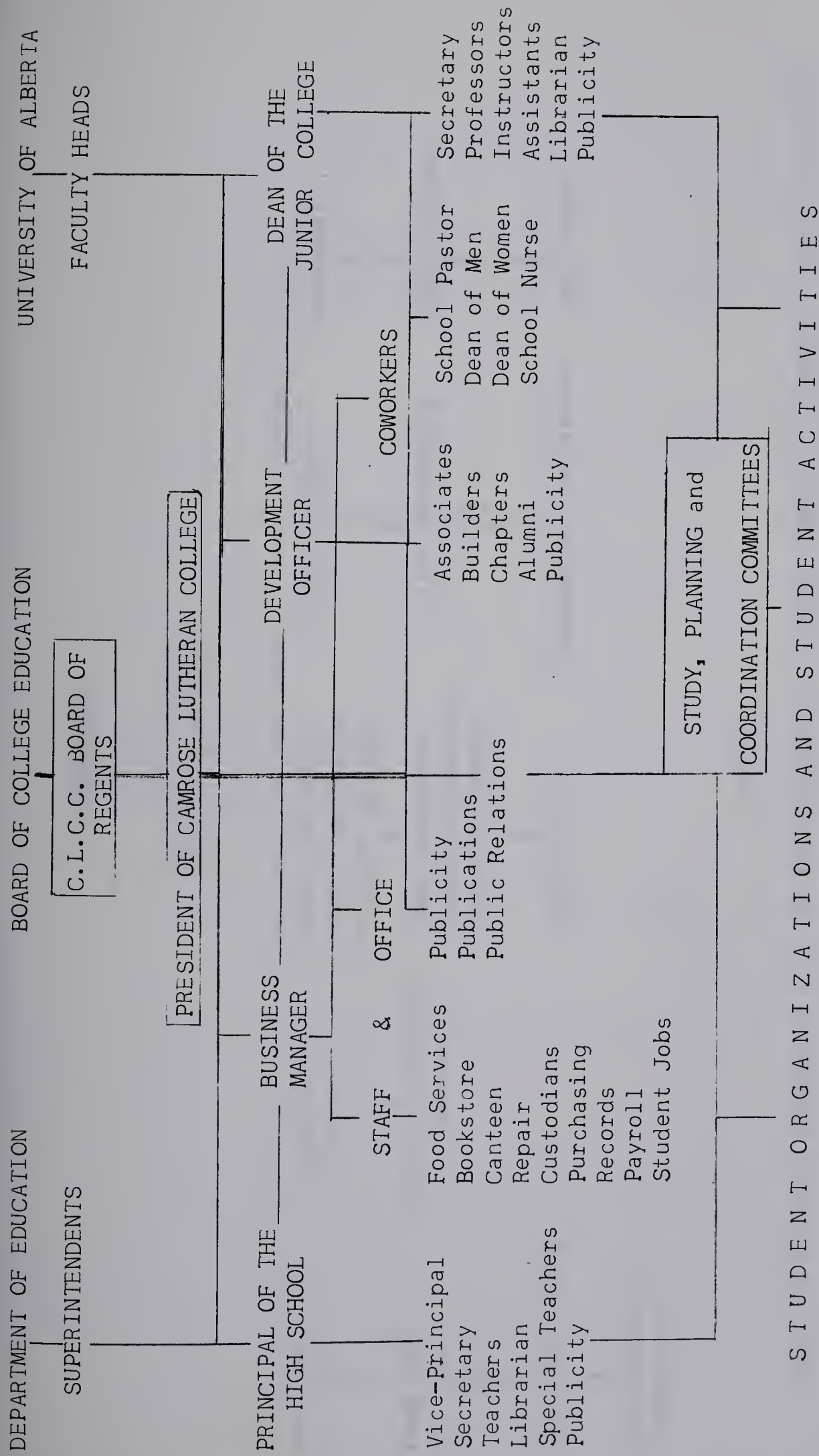


FIGURE 9

ADMINISTRATIVE ORGANIZATION AT CAMROSE LUTHERAN COLLEGE BASED ON SCHOOL CHARTS

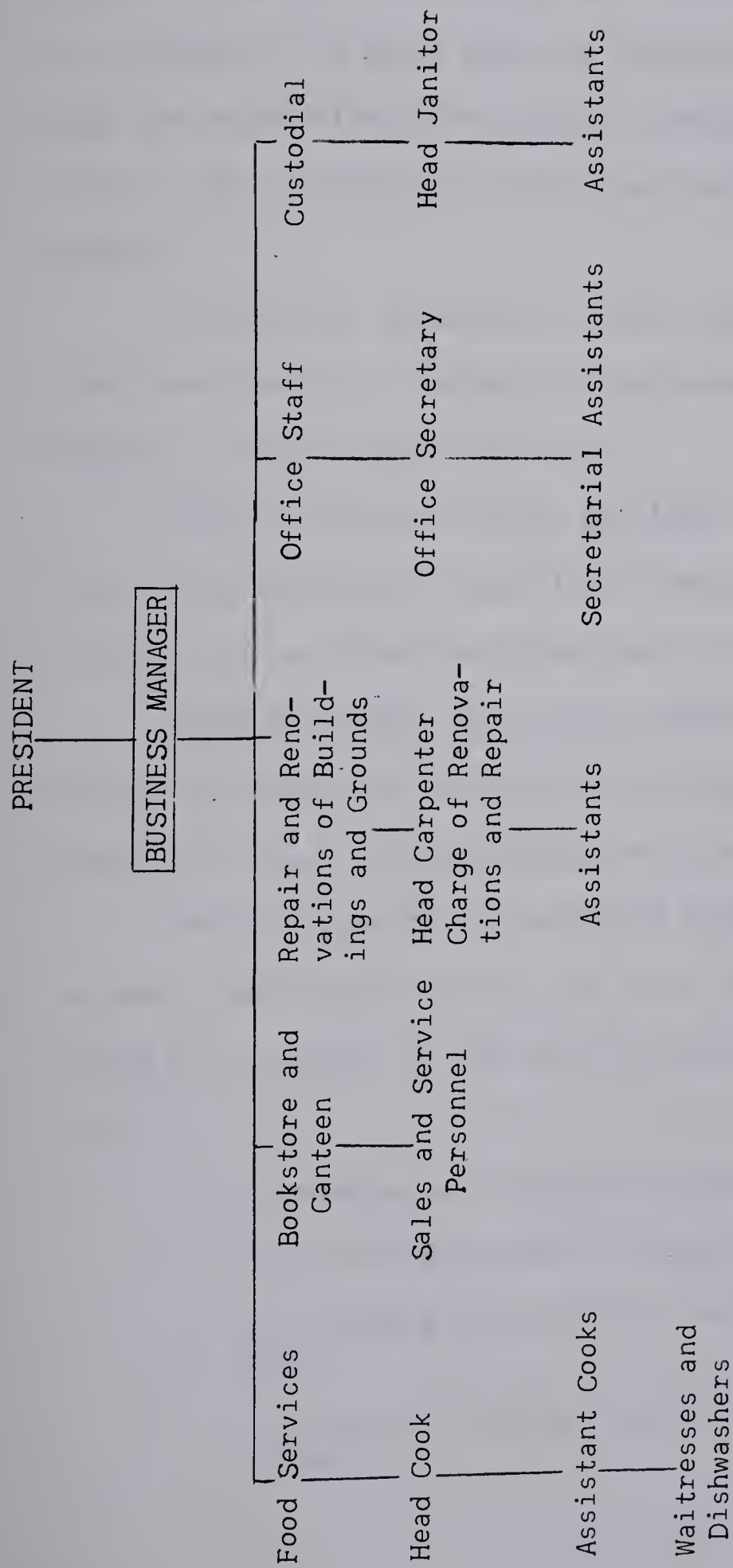


FIGURE 10

CHART OF BUSINESS MANAGER'S SPAN OF CONTROL (BASED ON SCHOOL CHARTS OF CAMROSE LUTHERAN COLLEGE)

Functions of a governing board. Junior colleges are controlled by a governing board. These boards are concerned with broad categories of policy and the preservation and investment of properties and funds of the colleges. The board appoints its chief administrative officers to whom the implementation of policy is delegated. The board is responsible to the corporation or municipal body which has elected the board members.

The Board of Governors of Mount Royal College has the following committees made up of members of the board: Capital Funds, Finance, Property, Personnel and Research.

Camrose Lutheran College provides for the following board committees or board-appointed committees: Executive Committee (3), Campus Planning (9) and a Building Committee (3).

These committees are working committees designed to expedite the work of the board and to discharge the responsibility of building an institution which can properly serve students.

The functions of the governing boards of the Alberta junior colleges compare favorably with the chief responsibilities outlined for boards by a yearbook of the American Association of School Administrators:

1. To develop and constantly improve the educational program.
2. To provide personnel for staffing the school program.
3. To provide and maintain an educationally efficient physical plant.
4. To maintain a two-way contact with the adult community and the schools.

5. To secure adequate financial resources.
6. To choose the chief executive and work harmoniously with him.⁶

Nevertheless, in the course of the investigation, the author has learned that institutional framework does not always solve all operational problems for junior college administration. Over the years some situations have arisen relative to the relationship of the controlling board to the junior college head. Basically, problems which have arisen, have hinged around the temptation for the controlling board to exceed their function of policy making, and to become involved in the administration of that policy. Or again, individual members of the board have forgotten that their authority resides only in the board functioning as a whole. Dodds says:

A board chairman from outside academia must possess more than ordinary powers of perception and self-control. He is the target of importuning by other trustees and the public, who think he should take critical matters into his own hands and not just refer them to the president. To resist these pressures requires not only an esteem for educators but a sympathetic grasp of the values that motivate the academic mind and an ability to convey his own understanding to his fellow trustees.

The lay chairman is supposed to speak for the board; the president, for the institution. Reconciling these roles calls for a delicate harmony that is not easy to attain if both possess strong personalities. On occasion, circumstances call for the chairman, defending the institution, to speak publicly in explanation and support of a course being pursued. But he should carefully ration his public utterances. As with a new president, personal publicity can go to his head, and he too must watch for signs of inebriety.

Under all but the most crucial circumstances the president should be the only spokesman for the institution, in part because the public look to him as such. If a serious need to emphasize a united front requires that the board speak publicly as a body, usually it

⁶School Board-Superintendent Relationships, The Thirty-fourth Yearbook (Washington: The American Association of School Administrators, 1956), p. 35.

should do so by resolution and not through the medium of individual trustees. Public pronouncements by others undermine the president's rightful influence as the one primarily accountable for all that goes on. If he is an inadequate public spokesman, he is an inadequate president.

Some colleges and universities have labored under chairmen who are mere figureheads, especially when chosen from domineering busybodies, "downtown presidents," who try to run the institution from their business offices. Such a one can wreck an able president. Furthermore, a man, however dedicated he may be, is too permissive or will soon become so. When members are no longer free to make their collective judgement effectual, their self-respect is diminished, and so is their ardor to serve the institution.⁷

Functions of the chief administrative officer. The head of the school is the chief executive officer of the institution. He is responsible to the controlling board, and, in the case of Mount Royal and Camrose Lutheran College, he also reports to the convention of official church delegates. It is his duty to implement and expedite the decisions of the board, to superintend the entire program of the school and to coordinate its activities in relation to the community, and the province, and to delegate to others and direct others in the conduct of the educational enterprise of the junior college. He is available to all committees of the board and of the school.

In short, the principal is the chief executive officer of the college supervising the work of the faculty and the administrative staff in the conduct of college affairs. The principal combines the role of both educator and leader. He is the centre of power in his institution.

⁷ Harold W. Dodds, The Academic President--Educator or Caretaker (Toronto: McGraw-Hill Book Company, 1960), pp. 230-231.

He has a part in making decisions in each principal area of governance. But in each area he is opposed by countervailing forces--the faculty, the trustees, the students, the alumni, or other constituencies. Indeed, his role may be graphically suggested by the accompanying chart.⁸

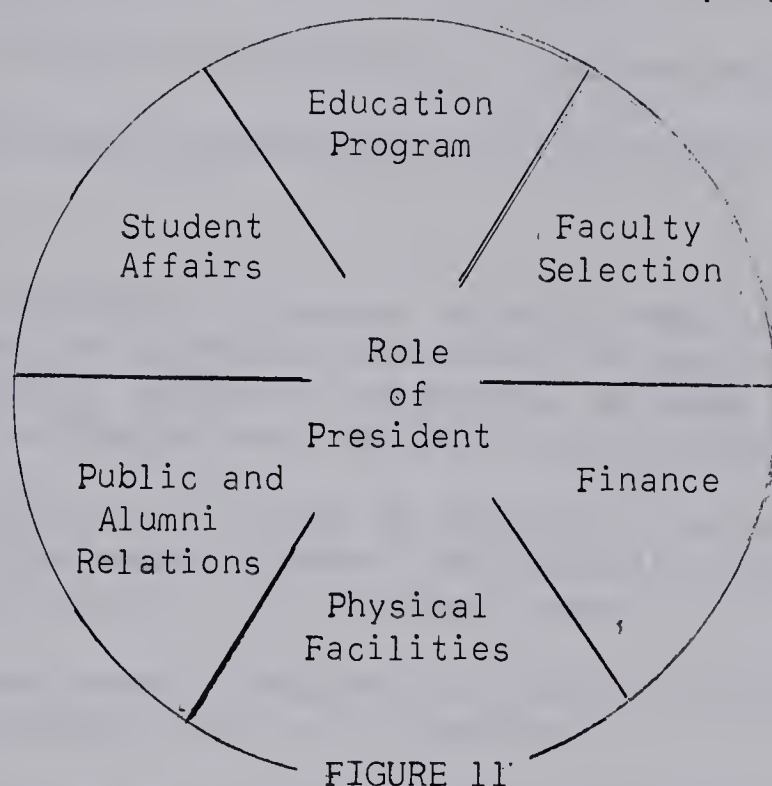


CHART OF PRESIDENT'S ROLE

Functions of a junior college dean. The academic head of the junior college is usually called the dean. Normally, this office is responsible for registration procedures, scheduling of classes, academic discipline in his department, maintaining records of student performance, examinations, grades and reports, requisitioning of equipment and supplies through the business officer, and promoting professional growth within his department. This officer functions within the framework of policies implemented by the head of the school. His chief assignment is to make certain that all the requirements established by

⁸John J. Corson, Governance of Colleges and Universities (Toronto: McGraw-Hill Book Company, 1960), p. 70.

the University of Alberta for affiliation are met and maintained.

The Office of Education of the U.S. Department of Health, Education and Welfare undertook a study of 608 institutions of higher education and published their report in 1962. This study indicates that the academic dean's office is an extension of the president's office, but that the following specifications are peculiar to the office of the academic dean:

1. Through established channels, he encourages the faculties in constituent divisions of the college to develop and offer instructional, research, and service programs of excellence in needed undergraduate, graduate, and professional fields.
2. In cooperation with others, he formulates criteria for use in establishing honors courses, and stimulates their use by constituent units of the academic areas.
3. He provides remedial measures to remove deficiencies identified in the basic skills of students.
4. In cooperation with the directors and faculties of the academic divisions, he sets standards for passing courses, for graduation, and for special honors.
5. Through the librarian, and in cooperation with pertinent members of his own staff and institutional officers, he is responsible for the adequate provision and use of instructional materials, including library and certain types of laboratory equipment, museum and art resources, and visual and auditory aids.
6. In cooperation with the director of student services, he works with the constituent academic divisions to appraise the effectiveness of academic counseling and to devise organization and procedures to improve its effectiveness.
7. He works to appraise and improve the academic achievement of students as measured by tests which permit comparison with national norms.
8. He coordinates the preparation of, and approves, all material on academic activities which is to appear in the catalog or other official college publications.
9. Through the director of the evening and summer programs, he coordinates the academic affairs of evening and summer offerings.

10. He is responsible for the administration and safety of student academic records.
11. In cooperation with others, he develops appropriate position descriptions for those under his supervision.
12. He develops sound academic administration for which he is responsible.⁹

Functions of the chief business officer. The business officer is responsible to the head of the college for the administration of all the business affairs of the institution. He must report regularly as requested by the controlling board in terms of budgets, business policies and procedures, annual financial reports, insurance, auxiliary enterprises, student loans and accounts, scholarship funds, and audits. He is responsible for the recruitment and control of non-academic staff--custodial, food services, business office staff, repairs and renovations, bookstore and canteen. He supervises rentals and purchasing, student accounts, safeguards property, maintains adequate records, collects, invests, disburses and accounts for all monies of the college including payroll. This officer must be aware of the policies of the board and the objectives of the college and makes his recommendations to the head of the school regarding plans, policies and procedures in the area of responsibility delegated to him.

Functions of the librarian. The librarian is responsible to the school head for the efficient operation of the library. This officer works closely with the departmental academic heads and staff members in

⁹Archie R. Ayers and John H. Russel, Internal Structure Organization and Administration of Institutes of Higher Education, Bulletin No. 9 (Washington: Government Printing Office, 1962), p. 20.

the different disciplines.

Functions of the registrar. The registrar handles and maintains registration data, student records, transcripts, and course data. He works in close cooperation with departmental academic heads. At Mount Royal the registrar is responsible for the scheduling of courses and exams.

Functions of the director of development. In the area of securing public support, maintaining alumni relations, popularizing and securing acceptance of the major goals and objectives of the constitution a Development Director can render great assistance. This officer is responsible for developing means and techniques for the promotion of a strong body of loyalty and friendship between the college and its alumni, parents of students, the school's sponsor, the similar special-interest groups. In this work, he can be assisted by an advisory committee, e.g., a Development Council. The Development Director works closely with the President's office in defining long-range educational, physical and financial objectives subject to approval by the governing board or within the framework of formulated policies. He is responsible to the head of the school who inevitably is the chief spokesman for the college.

Perspectives on the Growth of Administrative Structure

An examination of the organizational chart structure for each of the junior colleges has revealed a common pattern of control and

administration--college board, principal, academic heads and other staff officers. Variations in the total program offered, result in necessary adaptations in organization and structure. Mount Royal provides for an "academic dean" who coordinates the total effort of the several "directors" of each of the various departments. This school also provides for an Academic Senate and a full-time director of student services. As the junior colleges at Lethbridge and Camrose grow in their service to the community, further officers will likely be added as at Mount Royal Junior College. The organizational charts which were presented in Figures 7 to 10 on pages 67 to 70 provided evidence of basic similarities in the development of administrative patterns. An examination of the formal structure of the three junior colleges has demonstrated that the flow of authority is from a board to the college head, who in turn has delegated such areas as academic affairs, business management, and specialized functions to appropriate officers or assistants.

V. FINANCING THE JUNIOR COLLEGES

Revenues

One of the major problems that has confronted the junior college in Alberta has been the problem of financing both current operations and capital expansion.

Early in 1964, the Alberta Legislature passed Bill 129, which then became Chapter 102 of the 1964 statutes. This new act authorized a new formula for financial help to the University of Alberta and its affiliated colleges, both public and private junior colleges. The act provided

for operational costs based on a per pupil grant rather than by an outright payment as in the past. Because of the importance of this legislation to the establishment and the operation of junior colleges in Alberta, the complete text of the 1959 Act and the 1965 amendment is included in the Appendix. Basically, this legislation provided for the following payments to a public junior college.

1. An annual grant in the amount of \$635 for each full-time student enrolled in university courses.

2. Capital grants up to 90 per cent of the cost of buildings approved by the School Buildings Board established pursuant to the School Buildings Act.

Further, this legislation provides for the following payments to a private junior college.

1. An annual grant of \$630 for each full-time student ordinarily resident in Alberta, and enrolled in university courses acceptable to the University as constituting a full year's work toward a degree.

2. The sum of \$504 for each student enrolled in at least four university courses and at least one matriculation course. In the case of the private junior college, provision is made for the guaranteeing of capital loans together with interest thereon, but not to exceed two-thirds of the cost of the project in so far as it has been declared eligible by the Lieutenant Governor in Council acting upon a recommendation of the School Buildings Board.

In view of this new legislation, there is little value in analyzing the previous financial income of the junior college. Meanwhile, the Canadian Universities ~~Foundation~~ provides an operational grant from federal grants for each full-time student. The federal government provides for a grant of \$2.00 per head of population to each province. In 1963-64, the province of Alberta received \$2,810,000 based on an estimated population of 1,405,000. Since there were 10,446 eligible students, the grant per student was \$269.

All university schools obtain major income from the student who is enrolled. A survey of junior college current catalogs revealed a similar schedule of fees. This information is summarized in Table XI which compares the schedule of fees for three junior colleges. These fees vary somewhat at each school depending upon the type of program taken.

In the case of the public junior colleges, tuition fees are usually reduced to \$150 for students in attendance for a school supporting area. Thus, when Lethbridge started in 1957, junior college students from eight supporting areas received the reduced rate. Six years later, Lethbridge Junior College enjoyed the support of seventeen areas. Table XII, page 82, shows the growth over the seven-year period from 1957 to 1964. Thus, growth in area support means that more and more students can attend the public junior college at the reduced tuition fee rate of \$150.

At this point an Alberta Act should be examined because of what it has accomplished for university education. In 1959, the Government of Alberta passed the Students' Assistance Act which set aside funds for

TABLE XI

A COMPARISON OF THE SCHEDULES OF JUNIOR COLLEGE FEES FOR 1964-65
(based on school calendars)

Fees	College A	College B	College C
Registration	\$ 5.00	\$ 5.00	\$ 5.00
Tuition Fees ^a	300-450	300-350	300-350
Special Fees	7.00	15.00	35.00
Student Union	26.00	15.00	10.00
Residence Fees	600.00	--	475.00

^aThese fees vary according to program taken. In the public junior college at Lethbridge tuition fees are reduced to \$150 for students attending from any of the seventeen supporting school areas. Otherwise, tuition fees are similar to those charged by the University of Alberta as follows: Arts and Education, \$300.00; Agriculture, Commerce, Household Economics, Nursing and Science, \$350.00

scholarships, grants and bursaries. The following types of assistance are available to Alberta junior college students under this Act:

1. Three hundred scholarships to students with matriculation average of 75 per cent or better. Minimum scholarships of \$100 are available on application to a maximum of \$1,250.
2. Grants to university students awarded on the following basis:

<u>Matriculation or previous year average</u>	<u>Range of grant</u>
60 - 69.9	\$50 - \$300
Over 70	50 - 400

The amount of grant awarded is based on academic standing and financial need as determined by the Board.

3. Loans to university students. First year students who have matriculation averages of 60 or better, and undergraduate

TABLE XII

LETHBRIDGE JUNIOR COLLEGE AREA GROWTH IN SUPPORT
(Based on information supplied by the school)

A R E A	Y E A R S						
	1957-58	58-59	59-60	60-61	61-62	62-63	63-64
1. Lethbridge S.D.#7	x	x	x	x	x	x	x
2. Lethbridge S.D.#51	x	x	x	x	x	x	x
3. Cardston S.D.#2 (formerly St. Mary's River)	x	x	x	x	x	x	x
4. Lethbridge R.C.S.S.D. #9	x	x	x	x	x	x	x
5. Macloed S.D.#28	x	x	x	x	x	x	x
6. Taber S.D.#6	x	x	x	x	x	x	x
7. Pincher Creek S.D.#29	x	x	x	x	x	x	x
8. County of Warner #5	x	x	x	x	x	x	x
9. Barons Cons.S.D.#8				x	x	x	x
10. Stirling S.D.#647				x	x	x	x
11. Taber R.C.S.S.D.#54						x	x
12. Picture Butte R.C.S.S.D. #79						x	x
13. Coaldale R.C.S.S.D.#73						x	x
14. Pincher Creek R.C.S.S.D. #18							x
15. Crowsnest Cons.S.D.#78							x
16. Coleman S.D.#1216							x
17. Hays S.D.#5005							x

x: indicates support

students who have averages of 50 or better, may apply for loans up to \$1,000 in any year. Loans are based on academic standing and financial need and may be awarded separately or in conjunction with scholarships or grants.

The Student Assistance Act has encouraged Alberta students to seek higher education in greater numbers, and thus indirectly has helped the revenues of the junior colleges of Alberta. Under this Act students may apply for assistance who are registered or about to register in a course of studies of university level at the University of Alberta or at a junior

college established pursuant to the Public Junior Colleges Act, or at a college in affiliation with the University of Alberta when the course being taken will result in university credit from the University of Alberta.

Late in 1964 the federal government also entered the field of providing loans to university students in cooperation with the nation's chartered banks. Loans are provided under the Canada Students Loans Plan to first year students and in Alberta to students who have not previously been assisted under the Students Assistance Act. Other students may receive a combination of loans under the Students Assistance Act and the Canada Students Loans Plan not exceeding \$1,000 in any year to a maximum of \$5,000. Students who accept loans under both plans are required to repay their obligations simultaneously after graduation.

A junior college in Alberta can expect the following approximate income for each full-time student in the years ahead:

	<u>Range</u>
Provincial grant	\$630 - 635
Federal grant (approximate)	250 - 270
Tuition fees	<u>300 - 350</u>
Total	\$1,180 - 1,255

For purposes of comparison, in the case of the University of Alberta, the following income from each full-time student is possible:

	<u>Range</u>
Provincial grant	\$1,365
Federal grant (approximate)	250 - 270
Tuition fees	<u>300 - 550</u>
Total	\$1,915 - 2,185

The annual per-student cost at the University of Alberta in 1963-64 was about \$1,600 according to Dr. Walter Johns, University of Alberta President. Mount Royal College has estimated the student cost per year at \$533. At Lethbridge Junior College, the 1963 budget showed a current operating cost, including the cost of debenture retirement, of \$1,290 per student, well below the national average of \$1,352 for arts and science university students according to the December, 1963 issue of University Affairs. From these figures it is reasonable to expect a new day of better provision for the Alberta university student both in the junior college and in the senior universities at Edmonton and Calgary.

Lethbridge Junior College which from the very beginning received substantial provincial support indicated the percentage breakdown of its 1963 income as shown in Table XIII.

Junior colleges may also receive Capital Grants under section 9 of the Canada Council Act (1957) which provides that:

The Council, may in furtherance of its objects, make grants to universities and similar institutions of higher learning by way of capital assistance in respect of building construction projects.¹⁰

According to the Canada Council Annual reports, grants made in

¹⁰The Canada Council, First Annual Report to March 31, 1958 (Ottawa: The Runge Press Ltd., 1958), p. 8.

TABLE XIII

PERCENTAGE 1963 INCOME BY CATEGORY FOR LETHBRIDGE JUNIOR COLLEGE
(based on information from the school)

Category	Percentage
Provincial government	48%
Tuition fees	21
Canadian Universities Foundation	14
Public School Board levy	15
Miscellaneous income	2
	<hr/> 100

1963 and 1964 in Alberta were as shown in Table XIV.

The public junior college is organized on the basis of tax support from the cooperating districts, counties and school divisions. Fifteen per cent of the total income of Lethbridge Junior College is provided by such support from the seventeen areas listed in Table XII, page 82. This extra income is almost counterbalanced by the fact that the board of Lethbridge Junior College reduces the regular tuition fees by 50 per cent for students from the supporting districts.

TABLE XIV

CANADA COUNCIL GRANTS TO ALBERTA UNIVERSITY AND ITS AFFILIATES
(based on Canada Council Annual Reports)

	1963	1964
University of Alberta	\$1,500,000	\$2,100,000
Lethbridge Junior College	37,001	---
Camrose Lutheran College	5,371	1,775

Each private junior college has a Development Director to promote a program of raising funds for the school. This full-time director solicits the support of alumni, friends, churches, corporations and the community. Memorials, estates and bequests are also a considerable source of income under this program, but little is received from corporations.

As indicated earlier, the 1958 Act to assist junior colleges will change the income patterns in the coming year for each of the junior colleges affiliated with the University of Alberta, and provide the major income required to meet the heavy expenditures of university work in a day of rising costs.

This Act set forth new standards of support for university work in Alberta. It also stipulated government support for the private junior colleges. This causes some criticism. However, support for church-related institutions has been the policy of the federal government for many years. Also, the Canadian Universities Foundation reports that Nova Scotia, New Brunswick, Quebec and Manitoba provide operating funds to their church-related institutions operating as schools of university learning.¹¹ Also, as a special provision, Ontario makes operational grants to the faculties of medicine and science at the University of Ottawa (Roman Catholic) and the school of social work at St. Patrick's College (Roman Catholic). Capital support is provided by Ontario to these institutions as well. General capital support is provided church-related universities by New Brunswick, Quebec, and Manitoba. Thus, when

¹¹Torrance J. Wylie, Government Support of Universities and Colleges (Ottawa: Canadian Universities Foundation, 1964), p. 30.

Alberta passed its new University and College Financial Assistance Act, it became the sixth province of Canada to accept the policy of some government support for church-related or private colleges operating in affiliation with established or older universities.

Expenditures

In order to compare the expenditures of the junior colleges in Alberta, the head of each junior college was asked to provide the following information:

1. Percentage breakdown of expenses by category.
2. Total capital investment and land values.
3. Current salary schedules.

The data provided by the school heads has been summarized in the following tables:

1. Table XV re: 1963 Expenditures by Principal Categories;
2. Table XVI re: Junior College Capital Investments to 1964;
3. Table XVII re: 1964 Salary Ranges for Junior College Faculty.

TABLE XV

1963 EXPENDITURES BY PRINCIPAL CATEGORIES FOR JUNIOR COLLEGES IN ALBERTA

Category	College A	College B	College C
Administration and General	13.3%	14.0%	23.0%
Instructional Salaries	48.0	45.0	46.2
Educational equipment, supplies, and activities	6.0	5.4)	9.2
Library	1.2)	2.5
Operation and Maintenance	27.2	9.0	16.1
Scholarships and Bursaries	2.0	0.6	2.0
Debt Retirement	2.3	26.0	1.0
	100.0	100.0	100.0

TABLE XVI

1964 JUNIOR COLLEGE CAPITAL INVESTMENTS

Category	College A	College B	College C
Land Acreage	1.7 acres	71 acres	40 acres
Value	\$600,000	\$140,000	\$ 60,000
Buildings and Equipment	872,453	678,275	954,087

As noted earlier nearly 50 per cent of the expenditures of a junior college are required for instructional staff. Faculty members are usually classified as instructor, assistant professor, associate professor and professor in university schools. Although these categories are not entirely satisfactory for junior colleges, they are used here as a basis of comparison as shown in Table XVII. A salary schedule of one of the junior colleges is included in the Appendix.

TABLE XVII

1964-65 SALARY RANGES FOR JUNIOR COLLEGE TEACHERS

Category	College A	College B	College C
Professor	\$12,800 and up	\$8,500	\$8,000 & up
Associate Professor	10,000-12,400		7,000 - 11,000
Assistant Professor	7,600- 9,600		6,000 - 9,000
Instructor	6,000- 7,200	5,700	5,500 - 8,500
Normal Increment	\$400	\$200	\$300

The magazine University Affairs provides the following information on salaries for Canadian Universities for 1963-64:

In the rank of lecturer or instructor, minima range from \$4,500 at UNB to \$6,250 at Bishop's; for assistant professor the range is from \$6,400 at St. John's College to \$7,500 at Toronto, York and Montreal; for associate professor, from \$6,850 at Jean-de-Brebeuf to \$9,500 at Saskatchewan, Toronto, York and Montreal; and for professor, from \$7,850 at Jean-de-Brebeuf to \$13,000 at Toronto and York.¹²

On the whole junior college salaries in Alberta compare favorably with some Canadian universities. However, it must be remembered that the junior colleges in Alberta must compete in the holding of university teachers with the University of Alberta and Canadian universities generally. The 1964 salary ranges in Table XVIII are based on the salary schedule of the University of Alberta as supplied by university officials, and are compared with the Canadian medians.

TABLE XVIII

ALBERTA AND CANADIAN UNIVERSITY SALARY SCALES

	Alberta 1964 Ranges	1963-64 Canadian Medians ^a
Professor	\$13,000 & up	\$14,163
Associate Professor	10,000-12,600	10,634
Assistant Professor	7,500- 9,600	8,390
Instructor	6,400 maximum	6,747
Normal increment	400	400

^aBased on a report by Beatrice Riddell, "Frantic Search is on for 2,500 Professors," The Financial Post, January 9, 1965, pp. 1,2.

¹²University Affairs (Ottawa: Canadian Universities Foundation, December, 1963), p. 12.

Perspectives on Junior College Financing

The survey of junior college expenditures by category has indicated considerable variation in several of the categories of expenditures. Thus, at one junior college debt retirement requires 26 per cent of expenditures. The cost of providing qualified faculty accounts for nearly one-half of expenditures at each school. The shortage of university teachers coupled with rising salaries at universities will increase costs here in the years ahead. The demands of university education for expensive equipment, extensive libraries and major laboratory facilities in addition to necessary instructional space are major provisions for any junior college. For example, Lethbridge raised some \$50,000 by public subscription to add to their library in preparation for proposed second-year university offerings.

The principal categories of expenditure in order are as follows: instructional salaries, administration, operation and maintenance, debt retirement, educational materials, library and scholarships, grants and bursaries.

The revenues of a college board are derived from the following sources:

1. Grants from the Government of Canada.
2. Grants from the Government of Alberta.
3. Tuition fees paid by or on behalf of students attending the junior college or taking instruction or courses therefrom.
4. Payments made to the junior college by the school boards sponsoring the college as in the case of a public junior college.

5. Gifts, grants, moneys or securities from a variety of sources.

VI. SUMMARY OF CHAPTER III

In this chapter the growth and progress of the junior college movement have been indicated. Enrolment data on each college have been provided. Legislation and university regulations have been reviewed. To give insight into the operation and development of the program, the organization and administration of each college have been examined. Finally, to indicate a practical aspect of progress, a section on revenues and expenditures has been included.

CHAPTER IV

PROGRAM OF THE JUNIOR COLLEGES IN ALBERTA

In examining the organization of junior colleges in the previous chapter, the total program of each junior college was related to organizational structure. In this chapter, the university program of each junior college will be examined in some detail. Attention will also be given to some of the university and special services which junior colleges offer to their communities. Data on staff and facilities will be examined in relationship to program.

I. OBJECTIVES OF PROGRAM

Not all the junior college catalogs provide a clear statement of the objectives of the programs. However, an examination of stated purposes and descriptions of advantages provide some insight.

The 1964-65 catalog of Mount Royal College provided the following insight into the junior college:

Education in today's world is the gateway to a more abundant life. As a result ever increasing numbers of students are looking for educational opportunities beyond the high school.

Overcrowded universities and vocational schools have for years been attempting to meet this demand, and now, since World War II, they have been joined by a comparatively new phenomenon, the Junior College.

Junior Colleges are not universities, nor are they vocational schools. Instead they have features of both. Their curricula include many of the subjects taught at the university level and many other subjects designed to equip students for the world of work. They provide post high school educational opportunities for

two types of students: (a) high school graduates who wish to take one or two years of additional education designed to equip them for a variety of careers; (b) high school graduates who wish to take their first and second year of university education in a smaller, more personalized atmosphere before transferring to a large university.

Junior colleges place their emphasis on the teaching ability of their faculty members and on the desirability of gearing each student's program to his level of interests and abilities. They are committed to the belief that the educational process is not part of an assembly line, but is tailored to the needs of the individual students.

The 1964-65 catalog of Lethbridge Junior College proposes the following advantages of attending the junior college there:

1. Many high school graduates are undecided regarding definite careers. The small classes and individual guidance services of a junior college will assist these students to find themselves.

2. Expenses can be kept to a minimum. The saving in tuition fees, transportation, and living accommodation will enable many students to get one year of university work at Lethbridge at very small cost.

3. Academic staff and equipment meet the high standards set by the University of Alberta. The Vocational staff meets rigid trade specifications. Hence, instruction will be at a high level.

4. A well equipped building costing \$1,800,000 is an assurance of the finest accommodation.

5. The widespread support from Southern Alberta provides a strong financial foundation.

The catalog of Camrose Lutheran College for 1964-65 states that the college program offers unique opportunities for Christian fellowship, positive teaching, disciplined study and worthwhile activities. In a section headed ADVANTAGES, these paragraphs are found:

In the smaller classes, Junior College instructors are able to give tutorial assistance and individual guidance to deserving students. The instructors are all Christian scholars who hold advanced degrees in the subjects taught. Each one has been approved by the various faculty heads at the University of Alberta.

The Junior College lecture rooms, laboratories, library and gymnasium all meet the standards set down by the University.

A complete student counselling service, based on a comprehensive university testing program is administered to all students. Participation in the fellowship and activities of the Christian campus is open to all students. Not only are the students given leadership opportunities, but experience to date indicates that students achieve superior results in the final examinations.

II. ADMISSION REQUIREMENTS

Normally, junior college admission requirements are similar to those at the University of Alberta. The only exception to this is the program carried out at Mount Royal College for students lacking complete matriculation who are permitted to carry a high school deficiency together with courses at the university level. At Mount Royal students may apply for registration in the Combined Matriculation and University Program provided that they possess an average of 60 per cent or better in five of the six Grade XII subjects required for Matriculation with a pass mark of 50 per cent in each including English 30.

The experience of Mount Royal at Calgary with the Combined Matriculation and University Program has attracted considerable attention. Dr. D. E. Smith, Dean of the Faculty of Arts, in a report to the Senate of the University of Alberta on February 26, 1965, reported as follows:

I have already referred to the fact that research on prediction of university success deals with trends and averages, and that there are many exceptions. Mount Royal College has been dealing with some of these exceptional students, and their experience might be the basis for a new approach to matriculation studies. It is important to realize, however, that it is very difficult to identify exceptional cases, and to make an informed individual prediction of success.

The general admission requirements to all university faculties are:

1. A High School Diploma.
2. A mark of at least 50 per cent in six specified Grade XII courses as required by the various faculties.
3. An average in six courses of at least 60 per cent.

A University of Alberta regulation as printed regularly in university calendars states: "These general regulations notwithstanding, the College may, at its discretion, refuse admission to any applicant."

The Alberta Grade XII standards required for admission to university work are high, and many are unable to meet these standards. In Alberta all Grade XII marks in most subjects are subject to the general distributions shown in Table XIX.

TABLE XIX

PERCENTAGE DISTRIBUTION OF GRADE XII MARKS IN ALBERTA ^a

Grading	Range	Percentage	Approximate Ratio
H	80 - 100%	5%	1:20
A	65 - 79	20	1:5
B	50 - 64	35	1:3
C	40 - 49	25	1:4
D	0 - 39	15	1:7
		<u>100%</u>	

^aBased on data supplied by the Department of Education at Edmonton. It is to be noted that exceptions are made in low enrolment or specialty subjects such as German, Latin, French, Physics and Mathematics 31.

In a summary of studies of matriculation in Alberta, Jenkinson and Coutts wrote as follows:

Statistics from the Alberta Department of Education indicate that of every hundred pupils in Grade IX, sixty start a matriculation program but only twenty-four are left in this after three years, and of these only half will receive matriculation standing. Moreover, only one student in twelve of those starting in the Grade X matriculation program three years earlier will enter the university. Of these students in the matriculation program at the end of three years, about one-fifth enrol for a second year in Grade XII. From statistics presently available it is difficult to determine how many of those who repeat Grade XII eventually reach the university. From what has been said, it is clear that those students who enter university are a small and select group.¹

Admission requirements are necessary in order to eliminate beforehand those who will not make the grade at university. However, many feel that our schools of higher learning should enrol a greater proportion of our youth in the expectation that more could benefit by learning at a level beyond the high school. It has been suggested that if standardized university entrance examinations were used in addition to an evaluation of the total high school performance, a greater number might be able to attend university. Currently, in Alberta, this major decision of who goes to university is based on only one criterion--the performance on the Grade XII examination. Jenkinson and Coutts also provide this information:

The current interest in developing a common set of examinations for all entrants to Canadian universities must also be fostered. Though beset with problems, this may in the long run provide not necessarily higher predictors than the current ones, but ones which may be more reliable in terms of graduation. Such examinations will also reduce problems which arise because of differences in entrance

¹M. D. Jenkinson and H. T. Coutts, Who Goes to University in Alberta? (Edmonton: University of Alberta Research Newsletter, 1965), p. 1.

requirements in Canadian universities.

There appears to be a need for continuing examination of matriculation and its relationship to university entrance and graduation. As high school and university courses alter, so may matriculation requirements have to change. Moreover, the pressures of our modern technological society are increasing the demands for university graduates. Thus, it appears imperative that there be a continuing evaluation of all facets of the problems related to matriculation and university success.²

A special report in School Progress reported on this educational issue as follows as it was dealt with in the 1965 convention of the Canadian Education Association:

A plan for a common entrance examination for universities was also approved in principle, but the ministers of education said they did not expect this move to standardize high school education across the country.

Plans for the new Canadian Council on Admissions to College and University, include French-language exams probably produced by the Quebec department of education, and English-language college entrance exams probably produced by the Ontario Institute for Studies in Education.

Founding conference for the new council--representing all Canadian universities and provincial departments of education--will likely be held in January. The first exams could be ready for use in determining admission for the 1967 university term. Exams are planned to be based on material provided by the U.S. College Entrance Board which produces standard entrance examinations for U.S. universities.

It is suggested that the entrance testing would be used in conjunction with the student's high school record and an interview. This is in line with the feeling that it is necessary to get away from total dependence on final examination results as the sole criteria for post-secondary requirements.³

III. UNIVERSITY COURSES OFFERED

According to 1964-65 calendars of the junior colleges in Alberta a total of thirty-eight different courses were offered. Of these one college

²Ibid., p. 8. ³School Progress, XXXIV:11 (November, 1965), p. 33.

offered eighteen, another thirty, and the third twenty-six courses.

Table XX indicates the university courses approved by the University of Alberta, and offered at each of the three junior colleges in 1964-65.

The following basic courses are common to all three junior colleges:

Chemistry 230 and 250	Physical Education courses
Economics 200	Physics 200 and 240
English 200 or equivalent	Psychology 202
French 200	Sociology 202
History 205 or equivalent	

A summary of the total program offered at each of the three junior colleges has been previously listed on pages 61 to 63. From this survey, and the material presented in this chapter, it can be said that first year university courses are available in most of the popular faculties at junior colleges.

Generally, the regular junior college classes are open to special day students on either an auditor or credit basis. Certain courses are also given as evening credit classes each year. These are open as university credit courses to all who meet the admission requirements and to the general public on an auditor basis. Persons may audit courses by permission of the Dean and the instructor concerned, and the payment of a fee of twenty dollars per course audited. Adult students registered in extended day or evening classes pay a hundred dollar fee per course as set out by the University of Alberta. However, such students do not pay student union or other extra fees.

TABLE XX

UNIVERSITY APPROVED COURSES OFFERED AT ALBERTA JUNIOR COLLEGES
(Based on 1964-65 Calendars)

Course	College A	College B	College C
Accounting 200	x	x	
Biology 130			x
Botany 271		x	
Business 202	x	x	
Chemistry 130			x
Chemistry 230	x	x	x
Chemistry 250	x	x	x
Economics 200	x	x	x
Educ. Admin. 261		x	x
Educ. Foundations 201		x	x
Educ. Psychology 276		x	x
English 200 or 240 ^a	x	x	x
English 210 or 288 ^a		x	x
French 200	x	x	x
French 201		x	
German 200		x	x
Geography 201		x	
Geography 210		x	
Geology 201	x		
Greek 100			x
History 210 or 205	x	x	x
Mathematics 101 or 111 ^a		x	x
Mathematics 180			x
Mathematics 201 or 211	x	x	
Mathematics 281	x	x	
Music 100			x
Music 200		x	x
Philosophy 240			x
Nursing Educ. 231		x	
Physical Educ. 218	x	x	x
Physical Educ. 228	x	x	x
Physics 200	x	x	x
Physics 240 or 245	x	x	x
Psychology 202	x	x	x
Sociology 202	x	x	x
Statistics 265		x	
Zoology 220	x	x	
Total Courses	18	30	26

^aVariations in numbering due to Calgary vs. Edmonton differences in description of courses.

IV. COMMUNITY AND SPECIAL SERVICES

During the 1963-64 academic year the evening credit programs were offered as shown in Table XXI.

TABLE XXI
EVENING CREDIT PROGRAMS 1963-64
(based on information from school heads)

Course	Junior College	Enrolment
Sociology 202	Lethbridge	28
Economics 200	Camrose	8
Philosophy 240	Camrose	38

These courses were offered essentially to teachers in the respective area seeking to improve their professional qualifications.

In addition to the above offerings by the junior colleges indicated, each college served as institutional host for courses offered by the University of Alberta. English 391 and Education 414 were thus offered at Lethbridge and Physical Sciences 341 at Camrose. Thus, the junior college can serve as a means of bringing some university courses to adults in the community.

The universities at Calgary and Edmonton find it impractical to serve some of the more distant centres with evening courses because of the distances involved for the travelling professor. If the junior colleges were permitted to perform this service, higher education could be brought to more communities. For example, Camrose Lutheran College

could provide courses at such centres as Viking, Provost and Wainwright. According to a report given by Dr. D. E. Smith to the University Senate early in 1965, the possibility of such courses being offered by the junior colleges is under study by the junior college committee of the University of Alberta. Junior college heads indicate that a junior college in the community becomes a rallying point for higher education, and a centre for disseminating knowledge to that community. Thus, the facilities of such a school in the community are used for workshops, seminars, conferences, public lectures, Chamber of Commerce courses, art displays, musical programs, cultural activities, drama productions, exhibitions, and inter-college sport events. In many of these activities the staff of the junior college is involved in leadership, guidance, and promotion. The counselors of a junior college usually are available to interested individuals in the community.

In short, each junior college has established and maintained community public relations. In fact, the private junior colleges both maintain the office of a Development Director to promote good public relations and to engender greater support of the total program. The philosophy undergirding administration indicates the desire for close college-community cooperation in planning, goal setting and evaluating the adult education program and activities. There is also considerable community use of the junior college libraries. Instructors are called upon for talks and lectures to a great number of community situations at various centres in the area. Thus, each junior college has become a focal point for educational activities in the community and a major source of disseminating adult knowledge to that community.

During 1963-64, the staff of Lethbridge Junior College were involved in these staff projects:

1. A series of five television programs were presented over CJLH-TV. Topics: Censorship, General College Activities, History of the Crowsnest Pass, Geology, and Language Laboratories.
2. Certain members of staff, particularly administration, were involved in a library drive. Goal was \$40,000. The objective was oversubscribed by twenty per cent.
3. A concentrated effort was made by the librarian and by the instructors to order books in the different disciplines which will yield the best library reference books in terms of student population and money available.

V. ACADEMIC SCHEDULES AND TIMETABLES

All three junior colleges follow the calendar of the University of Alberta with respect to the academic schedules. Some variations are provided for at Mount Royal because of their semester system. The University of Alberta regular year begins late in September and terminates early in May, including the final examination period. University students at the junior colleges write the same final examinations as set by the University of Alberta. These are marked according to standardized procedures determined by the University.

Included in the Appendix is a timetable indicative of the daily academic program of a junior college.

Since the junior colleges do not regularly conduct summer schools, administrators are faced with the problem of providing activities during

May to September for those staff members not occupied with high school teaching. It is generally felt by junior college administrators that staff should be occupied eleven months of the year on behalf of the college. This is one of the many problems that will require more attention by boards and heads of junior colleges.

VI. STAFF DATA

Qualifications for staff offering the junior college program have been outlined by the University of Alberta. The members of the junior college staff should hold at least the Master's degree or its equivalent in the main field of instruction. The only exception to this regulation by the University of Alberta seems to be in the area of Physical Education instructors who, in several instances, have been approved temporarily with the B.P.E. degree.

In some of the junior colleges, the instructors also teach senior high school subjects. Thus, it is somewhat difficult to calculate the student-teacher ratio. Calculations have been made in relation to the total program of the school. However, Mount Royal has calculated the ratio to be 13.1 : 1, Lethbridge 12 : 1, and Camrose 15 : 1. This compares favorably with a 1963 Dominion Bureau of Statistics Survey of Canadian Universities in which the student-teacher ratio was calculated as 14.5 : 1.⁴

As a guide in establishing work loads for junior college instructors, the committee on Junior Colleges made the following recommendations

⁴Dominion Bureau of Statistics, Salaries and Qualifications of Teachers in Universities and Colleges (Ottawa: Queen's Printer, 1963), p. 73.

in 1963:

1. The maximum load for an instructor with Arts courses should normally be considered as twelve hours of lectures per week; with Science courses, nine hours of lectures and nine hours of laboratory supervision. An instructor with this load should have no other duties; one with less than the maximum could devote a proportionate amount of his time to high school and other duties.
2. The amount of high school teaching and other duties should never exceed five half-days per week.
3. The teaching load of instructors in their initial years should be less than the maximum.

An analysis of 1964 academic staff indicates the qualifications of the junior college staffs as shown in Table XXII. In the summary in this table, no distinction has been made between full-time and part-time teaching staff in relation to university-approved courses being taught.

TABLE XXII

1964 QUALIFICATIONS OF JUNIOR COLLEGE ACADEMIC STAFFS
(based on information from school heads)

Junior College	Number of Instructors Holding:			Total
	Doctor's	Master's	Bachelor's	
A	2	13	0	15
B	1	14	3	18
C	3	6	2	11
Totals	6	33	5	44

Because of the shortage of university teachers, junior college administrators reported problems in securing qualified staff. The junior colleges at Red Deer and at Medicine Hat reported considerable success in securing qualified instructors by the offer of substantial bursaries to potential staff members whereby academic qualifications were improved prior to actually coming on staff.

The level of training that is most desired for university instructors is the doctorate. It is an alarming fact that the whole of Canada is graduating less than five hundred doctoral persons per year.⁵ If the present junior colleges expand their programs to include second-year courses, they will require more staff with qualifications and training beyond the Master's degree. It is apparent that boards and administrators will continue to face the serious problem of securing qualified staff. A recommended procedure for hiring junior college staff is included in the Appendix.

VII. FACILITIES REQUIRED FOR JUNIOR COLLEGE PROGRAM

An analysis of the junior college program would be incomplete without some appraisal of junior college facilities. What facilities are available? TableXXIII is based on the questionnaire completed by the heads of the three junior colleges, and makes a comparison of facilities in various categories. TableXXIII suggests that Alberta junior colleges have made a good start in providing adequate facilities. A study by MacDonald has recommended standards for colleges in B.C. For nine hundred students

⁵Bladen Commission Report to the Association of Universities and Colleges of Canada, Financing Higher Education in Canada (Toronto: University of Toronto Press, 1965), p. 94.

TABLE XIII

A COMPARISON OF JUNIOR COLLEGE FACILITIES
 (INDICATING SQUARE FOOTAGE BY CATEGORY)
 (Based on information supplied by school heads)

Educational Space	College A	College B	College C
Instructional	18,000	25,000	14,000
Administration	2,500	7,200	4,000
Bookstore and Canteen	260	3,800	250
Food Services	5,500	5,825	2,500
Auditorium-Gymnasium	10,000	5,400	20,000
Library and Research	3,760	3,600	2,600
Student Residences	--	27,000	25,000
Total	40,020	77,825	68,350

he recommended a total instructional space of 43,002 square feet, 10,000 for administration, bookstore, cafeteria-lounge, 15,000 for auditorium-gymnasium and 7,000 for library, for a total of 75,002 square feet. MacDonald estimated that the cost of providing such facilities was \$1,700,000 or \$1,890 per student.⁶

At the present time, there are no hard and fixed rules respecting library and laboratory facilities. The university regulation simply states that library and laboratory facilities must be adequate in the subjects taught in the junior college. In practice, this means approval by the Junior College Committee.

VIII. SOME EVALUATIONS OF THE PROGRAM

So far in this chapter, the program of the junior colleges in

⁶John B. MacDonald, Higher Education in British Columbia and a plan for the Future (Vancouver: University of British Columbia Press, 1962), p. 15.

Alberta has been examined. Administrators of the junior colleges are aware that much remains to be done in improving and strengthening the program. The questionnaire to each junior college asked the head of the school to indicate the major problems confronting the present program.

These are summarized as follows:

1. To establish a broader program of courses including second year courses.
2. To provide facilities, equipment and required staff--in general to finance both capital and operational costs.
3. To finance the high cost of small classes in a number of courses.
4. To meet the competition of U.S.A. colleges and universities.
5. To secure representation and voice on the Junior College Committee of the University of Alberta.
6. To provide scholarships, bursaries, loans and grants to deserving students.
7. To provide a pension plan for teachers. Staffing problems at the private junior colleges are aggravated by the lack of portability of the plan under the Teachers' Retirement Fund Act to the private school situation.

The questionnaire also revealed the following present principal weaknesses of the junior college program:

1. Capital investment per student is high at the present time.
2. There is difficulty in attracting outstanding staff probably due to such factors as salaries, facilities, and the present stature of the junior college.

3. Lack of adequate research facilities for the staff.
4. Present limitation of instruction and student activities to the one year thus creating the impression that the junior college is a super high school.
5. Limited scope of the curriculum.
6. The practice of the Junior College Committee of meeting and arriving at decisions without more consultation with the junior college concerned.

A comparison of the major problems and present weaknesses indicates that the junior college programs need to be expanded and undergirded with greater financial resources. A much greater opportunity to share those problems with university authorities in a partnership approach is desired.

In spite of problems and weaknesses of the junior colleges in the pioneering stages, advantages are evident according to administrators. A synthesis of this leadership opinion reveals the following advantages of the junior college program:

1. Smaller classes enable the student to receive tutorial assistance and to actively participate in the class activities.
2. More personalized service and counselling is available in the critical first year.
3. Lower cost to the student.
4. University education is more accessible to local youth.
5. Educational services to the community in general provide greater educational opportunities for adults in the community.
6. The junior colleges encourage students to further university work.

7. Teachers at junior colleges often are experienced and capable instructors from the senior high schools of the province.

These advantages compare in an interesting way with the four major functions of the American Junior Colleges as grouped by Campbell--preparatory (for further University), terminal and occupational, democratization of higher education, and popularizing higher education.⁷

As a check on administrative opinion, a questionnaire circulated to students of the first four years at Camrose Lutheran College provided information.

The purpose of the questionnaire was to assess the success of the institution in its new program of university work. Of the seventy-six questionnaires mailed, forty-seven had been received by the time of this summary.

Four questions were asked of the students who had taken their first year of university at the school. A summary follows each question below.

1. Have you found that your year at Camrose Lutheran Junior College was helpful to you in your adjustment to university work or to some other role?

To this question, only one indicated that the year was not helpful due to an off-campus board and room problem. The general student endorsement underlined such factors as: atmosphere conducive to study, benefits of smaller classes, opportunities for additional assistance and individual

⁷Doak S. Campbell, A Critical Study of the Stated Purposes of the Junior College (Nashville: George Peabody College for Teachers, 1930), p. 30.

attention from instructors, gradual transition from high school to university, excellent start on university work.

2. What do you consider the greatest advantage of attending C.L.J.C. before going on to University?

In indicating the greatest advantage, those polled indicated the personal interest of instructors (some were mentioned by name), transition and adjustment to university life, training in study habits, Christian fellowship, favorable personal relationships, lower costs, individual attention.

3. What do you consider to be the disadvantages of taking a year at C.L.J.C. before going on to the University?

Regarding disadvantages, eleven of the forty-seven indicated none. Half of the other answers indicated the need for more courses. The other answers were divided into several categories most of which were more completely expressed in the suggestions for improvements of facilities, university atmosphere, extra curricular activities.

4. What suggestions do you have for making C.L.J.C. more effective in meeting the needs of its students?

Here, two answers stand out--a widespread desire for a greater separation of the study and social functions of the first-year university students from the high school students, and a desire for more courses and instructors. Improvements were requested in library and study space, residence facilities, sports and physical education program.

In response to the questionnaire the Dean sent out a newsletter on July 14, 1964, in which he wrote, in part, as follows:

We were, of course, very encouraged by the good things which many had to say about the program at Camrose Lutheran Junior College. We also appreciated the constructive criticisms and suggestions which many of you made. While there were many specific suggestions made, most of them fell into three general classes: (1) Many of you suggested that students should be provided with more selectivity in choosing their courses, (2) many of you felt that the athletic program should be improved, and (3) several of you suggested that there should be more College activities that are especially designed for university age students. I should like to discuss each of these suggestions in order.

First of all it can be seen from the current Junior College calendar, which is enclosed, that the number of courses now being offered has increased greatly from previous years. It is to be expected that new courses will be added each year as the enrollment increases. Those of you who are education students will be pleased, I'm sure, to note that Educational Foundations 201 and Educational Administration 261 have been added to our program. This will enable education students to get a complete first year identical to the year given at Edmonton and Calgary.

Secondly, the College's athletic program will be greatly strengthened by the completion of Stage One of the new Convocation Centre this fall. This will provide olympic sized courts for basketball, volleyball, badminton and other indoor sports. In addition, the College has now joined the Western Inter-College Conference. This conference also includes Lethbridge Junior College, the Northern Alberta Institute of Technology, Mount Royal College and the Southern Alberta Institute of Technology. Competition will begin in several sports this fall and it is hoped that in the near future the scope of the conference will be enlarged to include cultural as well as athletic events.

Finally, completion of the new Junior College Dormitory, which is being built expressly for the use of the University students on the campus, will provide a centre for the activities of the University students. It is to be expected that this building will become the focal point for study, social and recreational activities of this group. The students will at least be given the opportunity and the facilities to develop activities that are suitable for their age group.

It is generally true that the existing junior colleges are making substantial progress to present a better program. The vision is present. Alberta's step forward to undergird the junior college program with major financial support will provide much of the means to strengthen the program.

Generally speaking, junior colleges are new. It takes time to develop both library and research facilities. In fact, it takes considerable time to develop an adequate program.

IX. SOME FINAL RESULTS IN UNIVERSITY COURSES

In a brief presented to the Alberta Cabinet on January 15, 1964, by Lethbridge Junior College the following was reported:

The Lethbridge Junior College has an excellent record of teaching. The pass rate is high and the record of students in subsequent years at the university of their choice is very good. For example, in the academic year of 1962-63, 125 full-time students were enrolled of whom 70% passed all courses and 17% failed in only one course.

Records from the four western Canadian universities and universities in Montana and Utah show that 96% of their students from the Lethbridge Junior College had passed all of their courses in the second year.

Indicative of the results attained by students at one junior college is the 1964 summary in Table XXIV showing a failure rate of 9.4 per cent. No real significance can be attached to these results since so many variables can enter into a situation of small enrolments. All that can be said is the fact that junior college students write common examinations with first-year students at the University of Alberta. Further, entrance requirements are similar to the University. These examinations are marked under the control of the department heads of the University. The failure rate in first-year courses at the University is reported to be 17.7 per cent as an average failure rate in large first-year courses for the year 1962-63.⁷

⁷University of Alberta, Report of the Committee on Failure Rates (February 25, 1963).

TABLE XXIV

1964 SUMMARY OF FINAL RESULTS IN UNIVERSITY COURSES AT COLLEGE C

Faculty	Total Number of Students	Total Courses Taken	Total Courses Failed	Failure Per- centage	Number of Students in Category		
					II	III	IV
Education	19	94	15	15.9	1	2	2
Household Economics	2	10	0	nil	0	0	0
Arts	8	40	2	5.0	0	0	1
Commerce	1	6	0	nil	0	0	0
Science	12	62	3	4.8	1	0	0
Special Students	3	4	0	nil	0	0	0
Total number of Full-time Students			42				
Total courses taken			212				
Total courses failed			20				
Percentage of failure (courses)			9.4%				

X. SUMMARY OF CHAPTER IV

In this chapter the university program and related services of the junior colleges have been examined. The objectives of the junior colleges are found to be centred in the aim of making higher education available to more people under circumstances more conducive to individual attention and learning. Admission requirements and the courses offered are generally very similar to the University of Alberta, but there are indications of efforts to gear the program to community needs and interests

in terms of special services and evening programs. Academic schedules, facilities and faculty requirements are also under the surveillance of the University of Alberta. Administrators, students and records indicate that the present program has problems and weaknesses, but also certain advantages. Progress is being made to strengthen the program. There is some evidence that junior colleges are achieving favorable results in the courses taught.

CHAPTER V

PROSPECT FOR THE JUNIOR COLLEGES IN ALBERTA

In this chapter an attempt will be made to consider the prospect for further development and growth of the junior college movement in Alberta. It is always hazardous to predict new dimensions, but on the basis of present patterns and trends, it is hoped that some insight may be given on the possibilities for the junior college movement on the road ahead in spite of current dilemmas.

I. TRENDS AND PROJECTIONS

It is proposed that there are several trends affecting the junior college movement which are identified as follows:

1. Increasing numbers in the university-age population of both full-time and part-time students.
2. Increasing participation rate in university education by the university-age group.
3. Decentralization of basic university facilities by establishing additional centres for university work.
4. Diversification of the total university program to cover more adequately the needs, interests and exploding knowledge of today.
5. Specialization proposals aimed at establishing regional universities predominantly in specialized subjects.

Increasing Numbers

Studies by the Canadian Universities Foundation indicate that four-fifths of Canada's full-time students are between 18 and 24 years of age, inclusive. Sheffield reports the national trend thus: "In the twelve years from 1951 to 1963, the numbers in this group rose from 1,511,800 to 1,839,300, an increase of 22 per cent.¹ In the next twelve years from 1963 to 1975, the projection indicates that the number may increase to 2,930,000, or by 59 per cent. This is not speculation, since these young people are already born. The particular Alberta increases for this age group have previously been given in Table II, page 18 indicating a 78 per cent increase for this province.

Today there is much acceptance of the fact that human resources constitute our greatest asset for the future. It is the educated individual who is favored to make the greatest contribution to society. Hence, any failure to adequately educate the youth of today could mean economic problems in the future.

This was pointedly emphasized by the CBC Times in the 1963, November 9 issue:

. . . Now, as never before, well-trained people are vital to a country's development. On that basis, in the view of some observers, Canada, far from teetering on the brink of greatness, is in danger of becoming a backward nation.

"The quickest way to become a backward country," says Dr. John J. Deutsch, chairman of the recently formed Economic Council of Canada, "is to neglect education." His view is shared by others,

¹Edward F. Sheffield, Enrolment to 1976-77 in Canadian Universities and Colleges (1963 Projection). (Ottawa: Canadian Universities Foundation, 1964), p. 5.

who point out that for tomorrow's world we must concentrate on the development of a new national resource: not minerals, but minds.

In the view of some authorities on economics and education, Canada today faces a crisis in education; present facilities are inadequate to meet the demands of the future; we are inadvertently creating problems that will cause grave concern in our society a decade hence.

In the United States, the trend towards more training is much in evidence. As an example, our neighbor to the south now has 720 junior colleges with a total enrolment in excess of 1,000,000.² Sheffield³ reports that comparisons of Canadian and American data show that the development of higher education in Canada tends to follow American experience but with a lag of about fifteen years. He also states that if the provision of facilities keeps pace with student demand for university places, full-time enrolment may rise from 141,000 in 1962-63 to more than twice that number by 1970, may nearly triple in eleven years, and may reach 480,000 in 1976-77.

Alberta, along with the other provinces of Canada, is confronted with the rapidly increasing number of young people of superior endowments for whom higher education must be provided. Many of these will find their way to the junior colleges.

The 1970 university enrolment projections for Alberta are summarized in Table XXV. These projections are based on information provided by the school heads.

²Edmund J. Gleazon, Jr., "The Community College Movement in the United States," School Progress (July, 1965), p. 30.

³Sheffield, op. cit., pp. 7-9.

TABLE XXV

ALBERTA ENROLMENT OF FULL-TIME UNIVERSITY STUDENTS
1964 actual compared with 1970 projection
(Based on data supplied by school heads)

	1964-65	1970-71
University of Alberta--Edmonton	9,292	13,500
University of Alberta--Calgary	2,620	5,500
Mount Royal College, Calgary	432	600
Camrose Lutheran College	78	350
Lethbridge Junior College	191	450
New Junior Colleges	107	600
Totals	12,720	21,000

Increasing Participation Rate in University Education

Not only is there a marked rise in university-age populations but an increasing proportion of these young people are attending university. These two factors have been related in the study by Sheffield in which the relative weights of university-age population, and participation rate, as factors in the increase of enrolment are compared (Table XXVI).

TABLE XXVI

RELATIVE WEIGHTS OF TWO FACTORS IN ENROLMENT INCREASE^a

Period	Increase in the University- Age Population	Increase in the Parti- cipation Rate
1951-52 to 1956-57	19%	81%
1956-57 to 1961-62	14	86
1961-62 to 1966-67	32	68
1966-67 to 1971-72	41	59
1971-72 to 1976-77	37	63

^aEdward F. Sheffield, Enrolment to 1976-77 in Canadian Universities and Colleges (1963 projection). (Ottawa: Canadian Universities Foundation, 1964), p. 9.

A magazine article by Franklin reports:

A population increase is one thing; a percentage increase is quite another. Back in the thirties university education was for the few only four per cent. By 1959 this percentage had risen considerably. Ten per cent of 18-21 year-olds in Canada were enrolled in a university. This year the proportion has gone up to 13 per cent. And by 1970, if the enrolment figures increase the way the experts say they will (and in the past their estimates have been on the low side) it will be up to 20 per cent of the age group. That means one in five school children will go on to college.

The big expansion of the old universities to make room for them is still going on. The sudden mushrooming of new universities all over the place has occurred to take the pressure off the old universities and make room for students. By 1970, the experts agree, there will be more than twice as many young Canadians at university as there are now--312,000 is their estimate, IF there is room for them.⁴

Thus, the University of Alberta Calgary Campus had 600 students in 1959, had more than 2,000 in 1963, expects 5,500 by 1970 and dreams of 12,000 by 1980. A more recent report by the university head there states that the Calgary campus may have as many as 9,000 students by 1972.

Some university enrolment analyses refer to the population 18 to 21 years of age rather than 18 to 24 years. Such is the case in a study by MacDonald. He reports:

The number of students registered in the University and colleges in British Columbia in 1961-62 was 14,710 or 17.7 per cent of the college-age population, that is the age group 18-21. This figure compares with 12.3 per cent in Canada as a whole and 39.5 per cent in the United States. The low proportion obtaining higher education in British Columbia and Canada as compared with the United States is reflected in employment patterns. Because of our educational history, less than one-quarter of the Canadian labour force is in skilled occupations. This contrasts markedly with the United States where one-half of the labour force can be so classified. Professional people account for only 6.2 per cent of the Canadian labour force; the proportion in the United States is three times as high, that is 18.6 per cent. In proportion to the size of its population,

⁴Stephen Franklin, "Why Canada Needs 162,000 New University Students," Weekend Magazine, XLVI (1963).

Canada employs approximately one-half the number of scientists and engineers employed by the United States.⁵

According to the registrar, the number of students registered in the universities and colleges in Alberta in 1961-62 was 7,490. This is calculated as 10.3 per cent of the college-age population referred to here as age group 18-21 years based on Table II, page 18.

Because of our growing university-age population and because of the growing participation rate in education, it is possible that 21 per cent of Canada's college-age population will be seeking entry to colleges and universities by 1970. In British Columbia, this percentage is expected to rise to 25 per cent. A conservative estimate for Alberta is 17 per cent. In the United States 45 per cent is estimated. These rising rates are represented in Figure 12, based on the above data as presented in the study by MacDonald.⁶

According to a special newsletter from the Alberta Committee on Educational Research, the present system in Alberta permits only about fourteen per cent to matriculate.⁷ The rate of drop-out, while closely related to intellectual capacity, is only partially determined by examinations. While attrition is inevitable, the effects of social policies, student motivation, the nature of the courses and the like, cannot be ignored.

The demand for university and high school graduates has increased. Society is unable to find enough trained personnel to meet its economic and technological developments. An recognition of the fact that as much

⁵John B. MacDonald, Higher Education in British Columbia and a Plan for the Future (Vancouver: University of British Columbia, 1962), pp. 8-9.

⁶Ibid., p. 9.

⁷M. D. Jenkinson and H. T. Coutts, Who Goes to University in Alberta? (Edmonton: University of Alberta Research Newsletter, 1965), p. 1.

UNIVERSITY AND COLLEGE

POPULATION AS A PERCENTAGE OF

18 to 21 YEAR-OLDS

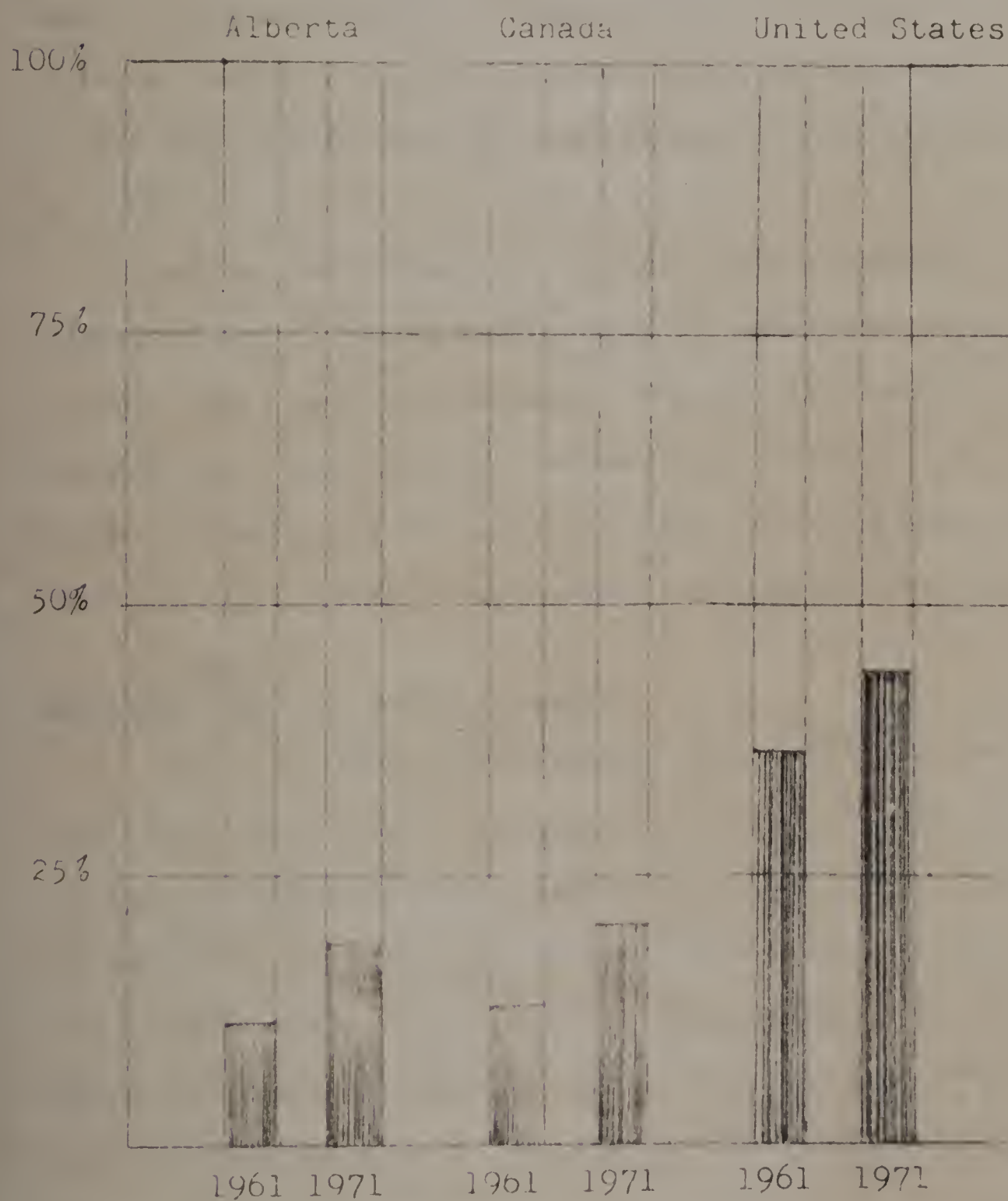


FIGURE 12

UNIVERSITY AND COLLEGE POPULATION AS A PERCENTAGE
OF 18 to 21 YEAR-OLDS (BASED ON STUDIES AT THE
UNIVERSITY OF BRITISH COLUMBIA)

as 50 per cent of the school population could profit by more post-secondary education would increase the university participation rate in Alberta. Educational policies should encourage maximum development of talents in terms of the needs of our age, and not place too many obstacles in the accomplishment of this goal. In October, 1963, the Robbins Report on Higher Education in Great Britain gave impetus to this when it declared: "courses of higher education should be available for all those who are qualified by ability and attainment to pursue them, and wish to do so."⁸

Another factor that will increase the participation rate in Alberta is the increasing availability of university courses at more centres. The propensity for higher education is directly related to its availability. This has been the experience in the United States and in British Columbia. It is logical to expect that peripheral regions remote from a university would show a low participation rate.

Decentralization of Higher Education

Junior colleges can be regarded as a practical means of decentralizing higher education. As a start, junior colleges usually offer the basic programs in several popular faculties such as arts, science and education. In time, more courses are offered until most basic university patterns are available locally. Low-cost education coupled with the opportunity for the student to live at home becomes a great incentive for more to attend university. The arguments for decentralization of education

⁸Higher Education Report of the Committee Appointed by the Prime Minister under the Chairmanship of Lord Robbins (London: Her Majesty's Stationery Office, 1963), p. 8.

as given by MacDonald⁹ are pertinent to Alberta. His arguments are:

The reasons for geographic dispersion of higher education relate primarily to the critical need to seek out and attract to higher education all those who can profit by the experience and in so doing enrich our society. The dearth of educational opportunity in the interior of the Province means that an important stimulus is missing which should be attracting all the ablest students to college or university. Many potential leaders remain unchallenged by the opportunities for higher education simply because they live in communities where the rewards of intellectual endeavour are not made evident by the presence of a college.

An additional important reason for geographic decentralization relates to the resulting economies. The economies for British Columbia are disclosed in analyses reported in a later section of this report. The findings are supported by experience elsewhere. The California Master Plan, concerned with a public higher educational system equal in size to that of all Canada, shows that it can be cheaper in both capital and operating costs to provide education in a junior college than in a state college, and similarly, cheaper in a state college than in a university. The California report concludes also: "With a constant percentage (of students) housed, the estimated cost of expanding an existing campus is so little less than that of developing a new campus, that such factors as land costs could tip the scales either way. If, however, the alternative to new campus development involves a significantly greater percentage of students housed on the expanded existing campus, then the difference in capital outlay generally is clearly in favor of the development of new campuses." This is the situation in British Columbia.¹⁰

In fact, decentralization of higher education may help to hold down the rapidly rising costs of attending large universities due to lower costs of board and room at home. The 1964-65 costs in the University of Alberta dormitories have risen to the point that a single room with board costs ninety dollars, and a double room eighty-two dollars. Living costs tend to go up in high density university population centres.

⁹MacDonald, op. cit., pp. 21-22.

¹⁰Ibid., p. 21, citing A Master Plan for Higher Education in California, 1960-75 (California State Department of Education, 1960).

In the junior college situation, higher education becomes more geographically and financially attainable. Because of considerable flexibility in first year requirements, appropriate programs can usually be selected at the junior college. As the junior college becomes more sensitive to the specific needs of the community, special courses can be added as terminal programs. Herein, the junior college provides evidence of establishing an identity of its own. Special services and educational opportunities become available to adults in local communities. In a day when adults have more free time and have a greater desire for participation in university education on a part-time basis, the trend of decentralization assumes additional importance. Undoubtedly, the junior college program will continue to provide transfer courses in cooperation with the University of Alberta. It can also grow in its program of providing terminal education adapted to the vocational needs of the community. This combination of general education and vocational education is being developed in the curricula of both Mount Royal and Lethbridge Junior College. Uniquely, these junior colleges are endeavoring to bridge two cultures--the culture of the humanist and the culture of the scientist and his technologies. The wisdom of such endeavor will be discussed later in this chapter.

It must be pointed out here, that each junior college now operating in Alberta started in a school offering other educational services. This has provided a larger operating base for the junior college in its early stages. As the junior college department grows, it is probable that some of the other functions will diminish or disappear.

Diversification of Curriculum

Since the growth of the junior college movement in Alberta is somewhat parallel to the growth in British Columbia, a pertinent quotation from MacDonald is useful in indicating the trend in higher education towards diversification of curriculum. He writes:

Two requirements are fundamental to the promotion of excellence in British Columbia's higher education. These are first, diversification of opportunity, both in respect to the kinds of educational experience available and the places where it can be obtained. The second requirement is self-government of individual institutions in respect to setting objectives, standards, admissions, selection of staff, curricula, personnel policies, administrative structure, and all the other things that go to make up the operation of a college. These two elements--diversification and self-government--together will not insure excellence, but in their absence an excellent system of higher education in British Columbia would be unattainable.

The reasons why British Columbia needs a number of different kinds of educational opportunity beyond Grade XII should be obvious. Society demands many different kinds of talents of its citizens. It would be a utopian world perhaps if every member of society had the required intellectual endowment and motivation to profit by a broad liberal education, one which would successfully bridge Snow's two cultures, and prepare each man for a role of informed leadership. But such an ideal situation would require automation far beyond our present prospects to undertake the many tasks of day-to-day living which presently are performed economically and happily not by the leaders but by the great majority of our good citizens. The fact is that such a utopia is unattainable. Individuals may be suited intellectually and by aptitude and attitude for very many different kinds of vocation. A person may become a theoretical physicist, electronics technician, agricultural scientist, statesman, school teacher, physician, pharmacist, lawyer, or astronaut. Clearly many different kinds of education are required for citizens whose talents and interests are so different and whose vocations or careers are so dissimilar. It is inconceivable that any one educational institution can serve successfully the wide range of educational objectives needed for the modern world. Any institution which sets out to be all things to all people will end up doing many unrelated educational jobs, at high cost, and it is likely to do none of them well.

The kinds of programmes needed to meet the varied demands are themselves numerous. They include one or two years of purely technical

training beyond Grade XII; combinations of technical training in arts and science over a two-year programme; the first two years of a four-year college curriculum--either as a terminal experience or as preparation for advancement for the able student; colleges offering a four-year liberal education leading to a degree; and universities offering college curricula plus the opportunity for specialization through graduate education in a variety of fields or professional education in professional schools. All of these programmes are needed now in British Columbia and, as will be shown subsequently, the costs of higher education can be reduced by having them all, rather than by trying to concentrate all training at the University and Victoria College.¹¹

This program visualized by MacDonald provides for a considerable range of offerings at post-secondary levels comparable in some categories to programs offered by Alberta's technical institutes, junior colleges, and the senior universities. As the post-secondary curriculum is increasingly broadened, the greater is the possibility that there will be courses suited to the needs, backgrounds, interests and aptitudes of more people. Thus, diversification of curriculum will promote further growth in the number of people seeking higher education.

Specialization in University Education

At the same time as there has been a new emphasis on the diversification and the broadening of curriculum at individual schools, proposals have been made relative to more specialization in university education.

The Edmonton Journal reported editorially in part on August 17, 1964:

. . .The other principle was mentioned by Premier Manning at the Jasper conference of provincial premiers. He more or less advocated "regional universities, predominantly in specialized subjects." This is centralization of special facilities, which can be effected by interprovincial or inter-university action.

¹¹MacDonald, op. cit., pp. 19-21.

Among the western provinces, it has already taken the form of agreement to establish a veterinary college at Saskatoon. And more informally, certain of the universities have provided particular faculties while others have not. This cooperative specialization has helped to hold down costs for the west as a whole.

But Premier Manning seems to be looking to something on a larger scale. What may be required within the next two decades is a jointly financed university specializing, say, in applied fundamental sciences, like California Institute of Technology, or in the liberal arts, like Reed College in Oregon.

Another possibility is a new medical college, jointly financed but confined to one campus, whether old or new.

Such possibilities should be thoroughly explored. The Alberta government has already initiated a broad coordinated study of university facilities which can provide the opportunity.

A cooperative approach to the problems of university education here in the three western provinces could help to eliminate duplication of specialized services and thus save the taxpayer considerable money. This approach is worthy of continued study. Diverse kinds of institutions are needed, each having its own clearly defined role, but coordinated into a total system by effective means of articulation.

II. CURRENT DILEMMAS

Not unrelated to current trends and projections are several major problems which face the junior college movement. Some of these are:

1. What are criteria for the establishment of junior colleges? The answer here would help considerably in determining the location and the number of new junior colleges.
2. What is the scope and function of the junior colleges? To what objectives should the junior college address itself? Are our junior colleges to be liberal arts centres stressing the humanities, the power to reason and to appreciate? Are they to move

toward the utilitarian demands of preparing youth for the vocational opportunities in the community? In short, does the Province of Alberta want the junior colleges to emphasize transfer courses or terminal programs? Can quality education be maintained under the assault of numbers? Would all junior colleges remain junior colleges?

3. How can basic operational problems be resolved? In view of rapid growth and increasing demands for higher education, where are all the staff with adequate qualifications to teach in the junior colleges to come from? How can all the necessary facilities be provided? And where is all the money to come from, which is required to finance both faculty and facilities?
4. There are many questions related to the role of the junior colleges. With what will the junior college articulate? Is it to be an appendage to the provincial high school program--a grade XIII? Or is it a preparatory school for some advanced trade school? Should junior colleges be satellites of a central university, or should they become independent schools apart from any other long-established educational institution? Should the junior colleges be related to the provincial institutes of technology? Should there be a greater measure of specialization, or is each to remain a part of a master plan of interchangeable parts with no problems of transferring course credits from one campus to the other?

These are some of the problems that have not been completely resolved. Answers to these questions are necessary to determine future

admissions policies, and to project the proper image of the junior college movement in the province. Some clear thinking on these issues is essential to avoid a situation whereby the social pressures of the day could lead to expensive educational errors. An examination of these questions in the four areas of criteria, role, problems, and articulation follows in the consideration of some possible directions for the junior college movement.

III. POSSIBLE DIRECTIONS FOR THE JUNIOR COLLEGE MOVEMENT

Criteria for Establishment of New Junior Colleges

In the United States junior colleges have been in operation for many years. Hence, this nation has had considerable experience in this area. One American authority states in general terms that there should be enough junior colleges to equalize higher educational opportunities, to provide community services and vocational training for the semiprofessions, to provide more adult education and a measure of guidance and rehabilitation for the area.¹² Even though this advice springs from the community college concept of terminal courses, it has some merit for the situation in Alberta. Existing junior colleges in Alberta are generally providing preparation for advanced study, a general education in first-year courses, some vocational or terminal courses and several community services.

Another American study presents the following information on this

¹²Tyrus Hillway, The American Two-Year College (New York: Harper and Brothers, 1958), p. 83.

problem:

The feasible and useful criteria for establishment of local or district public 2-year colleges may be summarized under three major considerations. These are:

1. Potential enrollment in the 2-year college.
2. The indications of a reliable and adequate level of financial support; and
3. Evidence of local interest and desire for a college.

Other factors such as proximity to existing colleges can be reviewed in a study of the extent to which they support or detract from the three main factors named. In general, however, if the potential for enrollment is high, financial resources adequate, and local interest high, a 2-year college in a locality can be envisioned with confidence.¹³

Jesse P. Bogue's book, The Community College, lists general principles to govern establishment of 2-year colleges as prepared by the 1947 convention of the American Association of Junior Colleges. Among those included were the following: a minimum secondary school enrolment of 1,000, an assurance of an enrolment of at least two hundred students to establish economical and effective operations; a taxable assessed valuation sufficient to provide the needed capital outlay and an adequate assessed valuation per average daily attendance to carry a minimum program; a financial support level from local, state, or both, sources sufficient to yield a minimum of two hundred dollars per student per year; and a petition from voting citizens requesting establishment of a two-year college. However, he cautioned against undue literal application of some of these principles, saying: "There are inherent dangers in attempts to

¹³D. G. Morrison and S. U. Martorana, Criteria for the Establishment of 2-Year Colleges (Washington: U. S. Department of Health, Education and Welfare, 1961), p. 64.

identify quantitative elements too specifically."¹⁴

In the United States the onus for the establishment of a junior college generally lies heavily with the community. In Alberta, regulatory academic criteria by the University establish consistent provincial requirements. No area in Alberta should consider establishing a junior college without due regard for potential enrolment based on realistic calculations, finances, and evidence of strong community backing.

This need of planning ahead was underlined by the Board of College Education of the American Lutheran Church when, on October 4, 1960, it circulated the following statement of policy regarding long-range planning to its educational institutions in a manual of policies and procedures:

Colleges and universities find it increasingly necessary in our day to plan their programs for several years in advance. This planning is both necessitated and complicated by such factors as:

1. The demand for a college education by a steadily increasing number of persons.
2. The growing diversity and complexity of the curriculum, college organization and academic life in general.
3. The backlog of need for buildings, facilities and funds, which is made more serious by new and larger needs due to larger enrolments and expanded educational offerings.

Colleges and schools of the Church owe a double allegiance to the community, state, and nation on the one hand and to the Church on the other. Their planning must be done in terms of faithfulness in both areas. This is a further complicating factor beyond those listed above, but one with which a college of the Church must deal.

An area considering the establishment of a junior college should

¹⁴Jesse P. Bogue, The Community College (New York: McGraw-Hill Book Company, Inc., 1950), pp. 97-98.

consider the following specific criteria as applicable under present conditions:

1. Total Grade XII enrolment in the area.
2. Potential university enrolment calculated as ten per cent of the Grade XII enrolment since not all will attend a local college.
3. Acceptable mill rate applied to adequate taxation base in the area.
4. Other certain income sources.
5. Evidence of strong support from the total area including propensity for higher education.
6. Availability of suitable property and facilities in a logical centre.

All of these specific criteria are most readily realized in a city of considerable population. In Alberta, over 50 per cent of the population is now clustered in seven principal cities. The Alberta Bureau of Statistics has prepared some population density maps based on the 1961 Census on which each dot represents 1,000 persons. By drawing equal circles of fifty mile radii on such a map around each centre now functioning or proposed as a university centre, the seven circles include over 80 per cent of Alberta's population. This information is summarized in Table XXVII.

Figure 13, p. 134, approximates the 1961 population within the circles surrounding each of the seven principal cities. By September, 1965, over 80 per cent of Alberta's population will be within close range of a university centre. If another circle were drawn north-east of Edmonton with Vermilion as a logical university centre, another 65,000 people could be included to serve several large town populations such

TABLE XXVII

ALBERTA'S MAJOR CITIES AS POPULATION AND UNIVERSITY CENTRES

Principal City	September 1, 1964 Population ^a	Approximate Population Within 50 Mile Radius ^b
Edmonton	349,233	450,000
Calgary	304,040	350,000
Lethbridge	36,722	100,000
Medicine Hat	25,271	40,000
Red Deer	24,446	100,000
Grande Prairie	10,365	30,000
Camrose	7,708	70,000
Total	757,785	1,140,000
Approximate per cent of Population	over 50%	over 80%

^aBased on figures released by Alberta Municipal Affairs Branch.

^bBased on 1961 Census and studies prepared by the Alberta Bureau of Statistics.

as Lloydminster, Vermilion, St. Paul and Vegreville. Then, over 90 per cent of Alberta's population could be close to a university centre.

As previously observed, Alberta's rapid population growth will accentuate the demand for university education. This factor and related factors previously described, underline that it is not unreasonable for Alberta to anticipate that the university population could double in the next seven years.

A marked urbanization trend has already taken place, and will continue as the economy becomes even more diversified. The steady growth towards an industrial economy is demanding rapid growth in vocational, technical, professional and academic education. As the university work

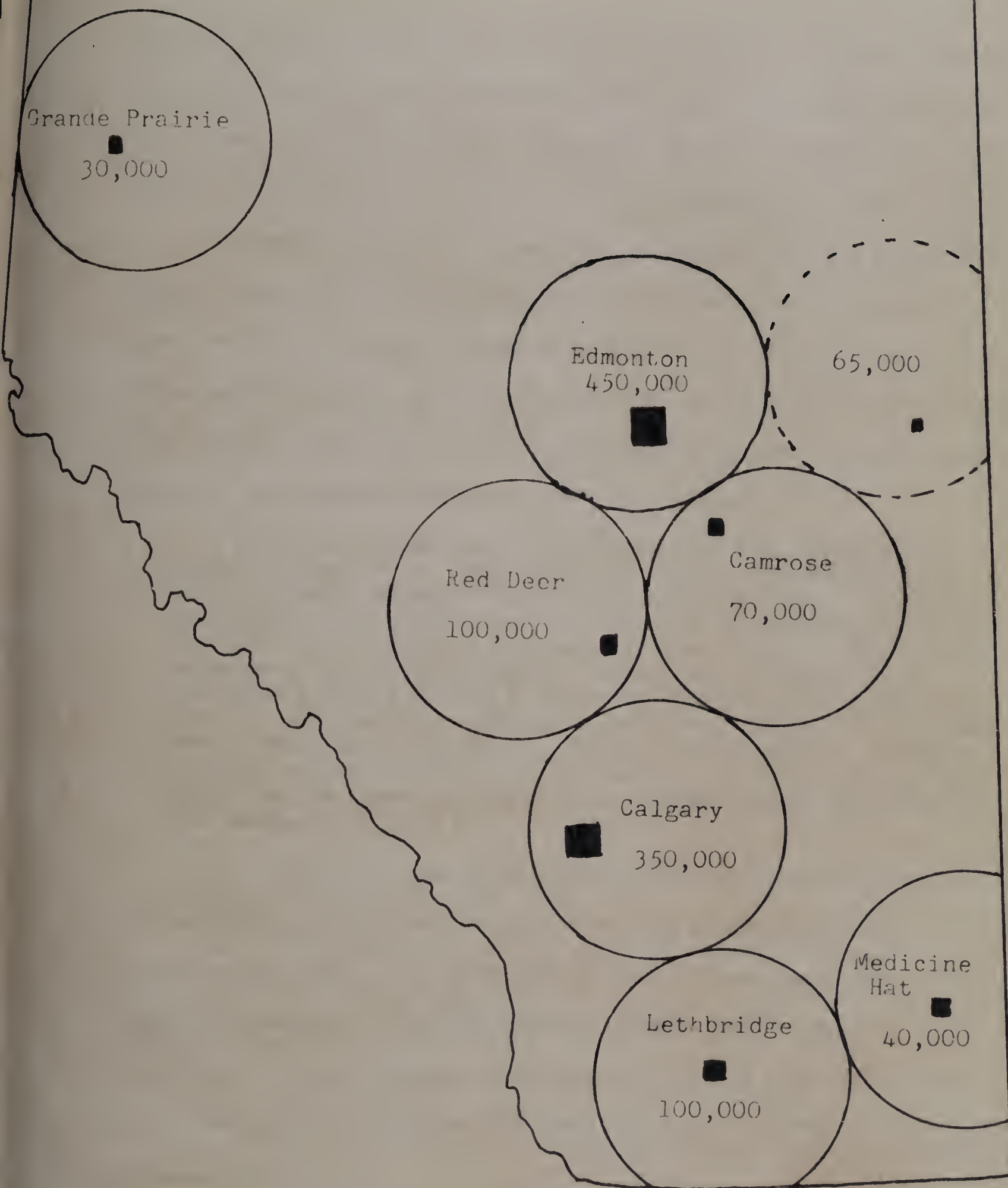


FIGURE 13

ALBERTA'S MAJOR CITIES AS UNIVERSITY CENTRES
SHOWING POPULATION WITHIN 50 MILE RADIUS
(BASED ON 1961 CENSUS AND STUDIES BY ALBERTA BUREAU OF STATISTICS)

grows throughout the province, so will the province. Progress cannot be separated from university education. It is most encouraging that more of our leaders are realizing that there is no better investment for the economic progress of the nation than an investment in higher education.

Economic analysis has traditionally assumed that the Gross National Product represented the combined output of land, labor and capital. Recent studies in several countries underline that large increases in Gross National Product can be attributed to an increase in human resources with education directly or indirectly the chief factor. A recent publication of the Dominion Bureau of Statistics states:

A number of tables have been used to show the relationship between education and earnings. Such studies carried on in the U.S.A., Canada, Soviet Union and Europe indicate that the total investment by a student and his parents in an elementary-secondary education will provide a gross gain of some 16 p.c. (11 p.c. with allowances for income foregone). A two-year training course increased earnings by some 6 p.c. gross or 3 p.c. net and investments in mass media for education and higher education in all cases show an appreciable increase. Although the relation of education to gross national product is still in the area of speculation such studies as have been attempted agree with the common sense view that education pays.¹⁵

The transition towards decentralization in Alberta is proof of the recognition that higher education must be readily available both to our youth and adults in a setting where there is maximum opportunity for leadership training. The challenge of financing all of these centres is and will be a major problem. Education will remain a subsidized part of our economy, but nevertheless that portion of our investment from which

¹⁵Dominion Bureau of Statistics, Education Planning and the Expanding Economy (Ottawa: Queen's Printer, 1964), p. 11.

we can expect the optimum returns.

While this transition is taking place, the University of Alberta at Edmonton is growing rapidly every year. Heavier responsibilities rest upon the parent university in promoting the more advanced aspects of education, the senior research, the specialized faculties, the coordination and integration of the entire provincial program while still encouraging specialization and individuality in many new centres, and yet maintaining high standards amongst the pioneering affiliates without any needless duplication. Meanwhile, as the affiliates aim at some degree of maturity, it is to be hoped that the central university can give more emphasis and attention to advanced research and study.

Scope and Function of Junior Colleges

Since it is only in the last few years that junior colleges have been gaining momentum in Alberta, a brief examination of the role proposed for junior colleges may be helpful. The picture is somewhat confused because of the lack of clear distinction between the so-called community colleges and the university affiliated junior colleges offering transfer courses as the major curriculum.

In 1959, The Report of the Royal Commission on Education in Alberta presented several recommendations relative to community colleges as follows:

120. That the present highly centralized system of vocational and trade programs be decentralized and re-established in regional centres to be known as Community Colleges.
121. That a suitable inter-departmental body be established to coordinate the respective educational programs of the departments involved.

122. That the Department of Education be designated to act as the sole governmental administrative agency dealing with the expanded public school system.
123. That the Alberta Planning Commission or a committee established by the government be asked to study pertinent factors and to create a master plan of regions in each of which, at local option, a community college may be established at recommended locations.
124. That legislation relating to the administration of community colleges provide for their control by regionally elected boards.
125. That legislation concerning community colleges provide for a Regional Advisory Committee upon which shall sit competent representatives of the various vocations and trades related to college programs.
126. That community college courses be integrated with the high school program and lead towards the high school diploma.
127. That the inauguration of a Community College program be contingent upon devising a master plan for its integration with programs offered elsewhere in the region.
128. That the Province finance all buildings and capital items of equipment and maintain the buildings in good repair.¹⁶

Alberta's Royal Commission presented the concept of the community college as an outgrowth of the present high school system, existing schools of Agriculture, some of the Composite High Schools and Lethbridge Junior College. This commission recommended integration with the high school program. In an attempt to clarify its position the following was also reported:

The terms "Community College" and "Junior College" require distinction. The Lethbridge Junior College offers courses recognized for

¹⁶Report of the Royal Commission on Education in Alberta (Edmonton: Queen's Printer, 1959), pp. 302-303.

university standing. The Commission's concept of the Community College is that it fills the gap in the middle of the present educational structure--at one end the public schools and at the other the University and the School of Technology, with very little in between. The greatest need for Community Colleges must be concerned primarily with developing the middle range of educational offerings. If and when the need develops to provide centres for regular university courses beyond Calgary and Edmonton, the Junior College with its transfer courses may develop.¹⁷

In the opinion of this writer, the Cameron Commission visualized these community colleges as chiefly offering technical and vocational education. Should these community colleges be a part of the secondary school program? Lethbridge Junior College is not a high school. The commission did not classify community colleges distinctly as secondary or higher education. The scope of these colleges must be further clarified. The following questions are pertinent respecting junior colleges:

1. Are they to do university work, stressing transfer courses in the abstract scientific and humanistic studies?
2. Are they to serve a group not capable of taking university work, offering primarily occupational education?
3. Are they to serve the needs of adult education, promoting enlightened citizenship in the community?

In the April, 1965, issue of University Affairs, Geoffrey Andrews, executive director of the Canadian Universities Foundation wrote a significant article related to the scope and function of post-secondary education in Canada. Because this is a timely and significant article it is included here in full.

¹⁷ Ibid., p. 160.

What Kind of Colleges Do We Need?

GEOFFREY ANDREW, Executive Director, Canadian Universities Foundation

In the development of post-secondary education in Canada, we have now reached the stage when it seems desirable to most people to develop a wider variety of types of post-secondary educational institutions to meet a wider variety of needs.

There would seem to be general agreement that the simple multiplication of universities, with unlimited charters to do everything, does not adequately meet the contemporary variety of needs for post-secondary education. As a consequence, renewed attention is being given to the role of the liberal arts college and the technological institute, but in addition, a great deal of attention is currently being directed towards a form of post-secondary institution variously described as a Community College, a City College, a Junior College, an Institute.

There seems to be wide-spread acceptance of the fact that new kinds of institutions are needed to follow upon the directed educational experiences of the adolescent-oriented high school other than the increasingly impersonal adult experience of the graduate-study-oriented university. But there seems little agreement on the kind or kinds of institutions required to fill the gap.

Some of the considerations prompting the remarkable concentration of interest on this area of the educational process are purely academic, some vocational, some social, and some political.

Academic considerations

There seems to be thorough agreement among both university teachers and the general public that not everyone who is educable beyond the high school level should be subjected to a purely academic programme. Both the universities and the general public seem to be in favour of new institutions, less exclusively academic than the existing universities.

Vocational considerations

As the Canadian society, in its industrial, commercial and professional aspects, becomes more complex and sophisticated, there have developed needs for quasi-professional and technological skills which do require post-secondary education and training but which do not necessarily require full degree programmes. Indeed, there is a good deal of feeling that universities have tended to prolong some forms of technological and quasi-professional education beyond what is needed in practice, in order to bring everybody within the field up to degree (and fully professional) standing. For example, while it is undoubted that some social workers, elementary school teachers, nurses, foresters and surveyors require fully professional programmes

of study (and indeed a few require post-graduate programmes of study), the question whether all persons practising in these fields require degree programmes of study is currently being widely re-canvassed.

Social considerations

Many persons, both within the universities and outside, have become concerned about the increasing impersonalization of the large 'multiversities' and have come to feel that the jump from the directed adolescent life of the high school to the almost totally uncounselled life of the university, is socially (and perhaps educationally) unsound. There has arisen, therefore, a demand for the development of institutions of such a size that the individual student will have more opportunity of learning how to accept the responsibilities of adult life, as an individual, and as a member of a community, without having to display undue aggression, and as a normal part of his educational experience. It is perhaps the need for a 'human-scale' community within which the process of educational growth can take place, that in some measure accounts for the current popularity of the name 'Community College'.

Political considerations

All the universities of Canada are, at the present time, inadequately equipped and inadequately staffed to meet the pressure of the numbers of young people who are clamouring for admission. Faced with the inadequacy of their resources, the universities' first and natural reaction was to raise the admission requirements and restrict numbers. Their second reaction was to ask whether a university education was in fact what all those who were seeking admission either wanted or were qualified for. At the same time, industry, commerce, government service and the professions were increasingly requiring the possession of a university degree as an essential qualification for entry into the labour market.

Parents, that is the public, faced with the need to obtain post-secondary education for their children, and also faced with the increasing resistance of the universities to being drowned by numbers, have made governments aware of the need to provide enough places for all the young people who can qualify for some kind of post-secondary education. And educators have drawn attention to the need for a variety of kinds of post-secondary education to correspond with the capacities and needs of those seeking it.

In addition to these primary political considerations, there has developed a very strong secondary one. No longer are the secondary centres of population within provincial jurisdiction willing to allow the social and cultural benefits of higher education to be concentrated in the primary centres of population.

Need for study

It is clear, therefore, that there is a very strong and very widespread demand for new instruments of post-secondary education, though there is, as yet, little agreement about the type or types of institution needed.

The concept of a community college seems to vary all the way from a liberal arts college (carrying a general arts and science programme to the first degree level, together with the variety of diploma courses in various technologies which the individual community requires) to a specific form of technological institute with limited range of offerings and a two-year terminal programme.

What is strange is that there should still be so much confusion about what is meant, when there have been, for some years now, concrete examples of a wide range of institutions available for investigation, chiefly in the Western United States, but also some in Western Canada. There is an urgent need to study the problem, to define the range of needs, and to try to indicate either one very flexible type of institution to meet the requirements of differing localities, or the range of kinds of institutions required to meet the most urgent of the needs.

Dr. Claude Bissel, President of the University of Toronto has sought to clarify these issues in that province. His comments are as follows:

I have gone on record as being opposed to the importation into Ontario of the American junior college. That is because the junior college so often has become an institution which pretends to offer work at the university level, work for which it has neither the staff nor the facilities. It becomes a phoney thing, an ersatz university. . . . But I am a signatory to the Ontario University President's Supplementary Report No. 1, which proposed a different kind of college--a community college, that would make a distinctive contribution to the educational system. I would go further than that Report did in balancing the vocational function with general academic and cultural subjects.

Such a college would fill needs, which I think are well documented, for education beyond the high school at what I call technician and technological levels, if I may use those terms in a wider sense than their common industrial connotation. We are all aware of the need in many professions and occupations for training at the technological and technician levels. . . . If this community college that I have been talking about were to damage the schools, it ought not to be introduced. I would hope that, in the form suggested, it would not damage the schools, or the university either; it is conceived of as doing its own job without trying to duplicate theirs.¹⁸

To more completely understand these comments, a brief look at the situation in the United States is necessary. It would appear that junior colleges in the United States nearly all offer two years of post high school education and fall into three main categories:

1. Those with local control and support, with or without state aid;
2. Those fully controlled and supported by the state, and;
3. Those which are extensions of four-year colleges or universities.

There is an interesting variation of programs as between university sponsored, and state or community sponsored junior colleges. If they are

¹⁸School Progress, XXXIII:7 (July, 1964), 21.

sponsored by the university they tend to offer mainly transfer programs similar to those offered in the first two years of the university program itself. If the state sponsors them, and more so if the local community sponsors them, they are likely to have a much more diversified program with terminal courses of all kinds. According to a United States government publication, these terminal courses are defined under five specific criteria as follows:

1. High school graduation is required for admission to the curriculum.
2. A series of courses is included to prepare the individual for a given occupation or cluster of occupations.
3. The objective is to prepare the student for immediate employment.
4. The curriculum requires at least one, but less than four, full years of full-time attendance to complete.
5. The courses in the curriculum lead to a formal award, such as the associate degree or similar certificate.¹⁹

The present direction of the junior college program in Alberta is for these schools to operate in close cooperation with the University of Alberta in the offering of transfer courses. This is very evident at Camrose, at Red Deer and in the plans for Medicine Hat. Mount Royal and Lethbridge Junior Colleges are offering terminal courses in vocational training, but these are separate courses in distinct departments.

In Alberta the University has assumed responsibility for the university courses of the junior colleges. It seems unlikely that the junior

¹⁹Henry H. Armsby, Walter Crosby Eells, and S. U. Martorama, Organized Occupational Curriculums, Enrollments and Graduates, 1956 and 1957. U.S. Department of Health, Education and Welfare (Office of Education Circular Nos. 512 and 568) (Washington: U.S. Government Printing Office).

college movement in Alberta will become simply a community college movement in the American tradition. Junior colleges are and probably will serve increasingly as centres for adult education and terminal courses. The designers of the Alberta Public Junior Colleges Act of 1958 conceived a broad role for the junior colleges in the province. This Act opened the door for the college board to provide in addition to university courses the following courses:

1. Day courses of a general or vocational nature.
2. Evening courses of an academic, vocational, cultural or practical nature.
3. Short courses or institutes to meet the needs of special interest groups.

Nevertheless, the need of the day for a broad liberal education continues to be emphasized. Today, industry is looking for more and more university graduates who have a broad background of knowledge and who have learned to organize, to maintain perspectives and to solve problems. The technicalities of the job are quickly mastered by people who have proven themselves, by first securing a recognized university degree. Vocational short courses are often offered on the job to such people. An example of this is apparent in the United States, where the number of students in business-sponsored educational programs now equals the total enrolments of all colleges and universities. In that country almost 90 per cent of the five hundred largest corporations have entered the field.²⁰

²⁰ Second Report to The President (The President's Committee on Education Beyond the High School). (Washington: U.S. Government Printing Office, 1957), p. 2.

Any move to minimize the importance of a university education in this day and age must be rejected. The universities are more and more supplying graduates for public service. The trend today is to expect university qualifications for more and more of the government positions. Any compromise in the quality of the junior college program would short-change the present and future generations of Albertans. It is important to activate the current generation to the pursuit of excellence. Trueblood points out:

Few contemporary developments are more disquieting than that represented by the cult of mediocrity. The heart of this mediocrity is the deliberate limitation of achievement. It is a terrible and frightening thing when it appears in industrial establishments, but it is more frightening when it appears in educational establishments. It appears in educational establishments whenever the tyranny of the majority is such that young people feel pressure not to excel. The persecution of the individual who has the courage to learn and to produce at full capacity may be carried on in numerous subtle ways or it may be overt. Many students do shoddy work for the simple reason that they are ashamed to do their best and thereby make an implicit criticism of their unambitious fellows.

It makes little difference how advanced our technology is if the ideal of excellence is lost in our civilization. When it is lost, men and women habitually settle for what is passing; they put in the time; they hold the job. The shame, then, is that they have nothing in their experience of which they may be justifiably proud. There are many ways in which civilizations decline, but this is one of the most obvious ways. If colleges do not provide an antidote to mediocrity, it is hard to know where such an antidote will be found.²¹

²¹Elton Trueblood, The Idea of a College (New York: Harper & Brothers, 1959), p. 183.

The pursuit of excellence should be stressed in all or any programs that may be offered at a junior college--transfer, terminal, continuing education or community service.

In the fall of 1965, Lethbridge Junior College added second-year courses to its program of university courses. The regulations of the University of Alberta had been modified to enable junior colleges to offer second-year courses if certain conditions were met. Earlier the Public Junior Colleges Act had been amended to permit junior colleges to teach subjects in a course of study for a year other than the first year. In view of these provisions, it is possible that more junior colleges may endeavor to meet the requirements so as to be able to offer second-year courses. The dean of the Lethbridge Junior College reports that the offering of a second year provided greater stability and continuity for the junior college program, and that the extended program offered greater stimulation and challenge for the staff. These are factors in attracting and holding qualified staff in the junior college situation. Thus, excellence and higher standards are promoted for the junior college according to the dean of the Lethbridge Junior College.

Finally, in the matter of the scope and function of the junior college, it should be pointed out that the junior college in its proximity to the community situation has unique opportunities to identify, inspire, and assist able young people to pursue further education and training. Such identification of talent requires thoroughly trained and competent counsellors. The junior college in its identification with the community could render a real service to the youth of the area in this area of providing professional counselling and stimulation relative

to higher education. Such counselling could serve to bring about a systematic coordinated study of all aspects of post-secondary education, and would probably lead the junior college into a broader curriculum that would be geared more to the needs and the interests of the youth in each particular community.

Operational Problems to be Solved

It would appear that the junior college movement will continue to face operational problems in two major areas: (1) staffing, including staff utilization, and (2) finances, including both current and capital funds.

One of the most crucial problems facing the junior college movement in common with the universities is the whole area of producing, finding and placing staff for the growing number of colleges and universities. The proportions of this problem were outlined by Dr. G. C. Andrew, executive director of the Canadian Universities Foundation, when he wrote:

There were probably about 6,500 full-time teachers and research workers in Canada's universities and colleges in 1956-57 and roughly 12,000 in 1963-64--an increase of a little less than 100 per cent. The ratio of full-time students to full-time teachers is now in the order of 13:1. If it remains relatively unchanged the number of teachers required in 1970-71 will be about 24,000. We probably recruited about 1,800 new teachers and research workers for the current academic year, 1963-64. By 1965 we should be recruiting at the rate of 2,000 a year, and by 1970 at 3,500.²²

Canada 1963 also identifies this problem:

The building up of university staffs to meet this expansion without in any way diminishing the quality of instruction, or the amount and quality of research undertaken by the staff members, is a problem which is giving university authorities many anxious moments.

²²G. C. Andrew, "Canadian Universities Face the Future," School Progress, XXXIII:7 (July, 1964), 27.

To retain the services of capable personnel, salaries have been raised; the median salary of university teaching staffs for 17 larger universities increased by 16 p.c. from 1958-1961, while that of deans increased by nearly 25 p.c. during the same period. Not only must present staff be retained, where possible, but large numbers of specialists will have to be trained to staff the expanding universities of the future. Hence there is need for more courses at the graduate level, together with adequate facilities for research. Graduate enrolment figures indicate some progress since, during the five-year period from 1956 to 1961, full-time university and college enrolment increased by 65 p.c., while full-time enrolment at the graduate level increased by 118 p.c. Nevertheless, the number enrolled in full-time graduate courses at Canadian institutions in 1961-62 was still relatively small at 7,347, and this figure includes more than 1,000 students from outside Canada who have come to Canadian universities for further studies. Most of these will, presumably, return to their own countries after graduation, the number of which may be balanced by the number of Canadian students returning home following the completion of graduate studies abroad. Surveys have indicated that about two-thirds of Canadian students taking post-graduate courses in the United States return to take up employment in Canada, although the proportion of these who continue to make Canada their home is not known.²³

Because of the critical issue of staff for the junior colleges in common with universities generally, the law of supply and demand will operate so as to increase salaries for university teachers. This, in turn, will aggravate the problem of financing the total program. New concepts of financing higher education are needed. This comes as a consequence of the ever-increasing demand for more and more higher education; the need to strengthen the graduate schools, and thus attract and retain superior university professors; the need to maintain salary levels competitive not only with other universities on this continent, but also with business, commerce and government--all of which require men and women who have comparable skills, aptitudes and abilities to those we

²³Dominion Bureau of Statistics, Canada 1963 (Ottawa: Queen's Printer, 1963), pp. 70-71.

require in university teachers.²⁴

Another aspect of the problem of staffing which junior colleges will face in the future in common with the university, is the year-round utilization of staff. Normally the university academic year starts later on in September, and is completed by early May. Roughly, this period provides somewhat less than eight months of concentrated activity. This problem is even more acute for the junior college since research facilities are at a minimum, and summer session work has not been feasible in the junior college. The building of a strong permanent staff would seem to necessitate the opportunity for the staff to be giving themselves fully to the total program of the college at least on an eleven month basis. Here a considerable challenge faces the junior college.

Another major problem area on the road ahead for the junior colleges is in the area of finances. The Edmonton Journal drew attention to this as a financial crisis when it presented the following report on Monday, November 4, 1963:

Canada's universities face a financial crisis, and federal help is needed to bail them out.

This is the conclusion of a brief to the Royal Commission on Taxation, prepared in large part by University of Alberta political science professor Dr. Eric J. Hanson and his assistants.

Predicting that expenditures on higher education must triple in the decade 1961-71, the brief states that "universities will be submerged unless the rate of construction of buildings and acquisition of staff is speeded up even more than during the past few years.

"During recent years universities have become hectic, overcrowded places, and despite the continuous construction of buildings there is never enough space."

²⁴John B. MacDonald, Higher Education in British Columbia and a Plan for the Future (Vancouver: University of British Columbia, 1962), pp. 15-16.

In 1961, a total of \$278,000,000 was spent on higher education in Canada. Alberta's share was \$19,000,000--seven per cent of the total. By 1971, the brief predicts, Alberta will have to spend \$63,000,000 on higher education.

It should be pointed out that if the senior universities, could concentrate on graduate work, research, specialized faculties and the senior courses, there could be a greater increase in the capacity of the graduate schools. Thus, junior colleges could handle much of the growing university population predominantly heavy in the first year courses. President Hugh H. Saunderson of the University of Manitoba has stated that without junior colleges between high school and universities, the universities have to lower their standards to suit students not of true university calibre. Mitchener wrote of the role of the junior college as follows:

As is the case in the United States, Canada faces the prospect of a greatly increased enrollment of university students in future years. Associated with this increase will be a demand for many more teachers. The establishment of more junior colleges would seem to be an ideal way in which to meet some of the problems that the larger student population will produce. As feeders for the universities, the colleges could give more individual instruction and guidance to freshman and sophomore students, while at the same time freeing the larger universities of the difficulties associated with large classes at these levels, and thus allowing them to concentrate on upper-year work. Some authorities in the United States feel that the greatest expansion of enrollment in the near future will be in the public junior colleges. While this cannot be the case in Canada unless more of these colleges are established, there are indications in some provinces that this may occur.

Equally important in meeting the expanding enrollment, and the associated problems relating to new staff, is the fact that persons with the master's degree, if they have other necessary qualifications, seem quite acceptable for junior college teaching posts. Prospects in Canada are that there will not be nearly enough Ph.D. graduates to meet the demand for new university teachers. The junior college could thus serve an important and useful role both in relation to the total high education scene and to the more

immediate aims which it has adopted as its own.²⁵

Alberta has taken major steps forward to solve the operational problems of the junior colleges. The new formula went into operation in December, 1964. Thus, income patterns for the junior colleges will more closely approximate the income of the University of Alberta which in 1963 the Bursar reported to be: Provincial, 61 per cent; Federal, 14 per cent; students, 23 per cent; and other sources 2 per cent, such as alumni, individuals, corporations, estates, etc.

In the matter of finances, universities and colleges have continued to press for more federal aid to higher education. In 1964, the Canadian Universities Foundation appointed an independent commission to study the whole problem. The terms of reference given to this study commission were to study, and report, and to make recommendations on the financing of universities and colleges of Canada with particular reference to the decade ending in 1975 including:

1. University and college financial requirements for operation, research, physical facilities and student aid.
2. Proportion of financial support which should be provided by tuition fees, government contributions, corporations, foundations, individuals and other sources.
3. Policies on fund allocation and criteria by which institutions and students should be deemed eligible to receive aid.
4. Organizations for financing, including the roles of agencies for distribution of funds.
5. Any other matters relating to university and student financing.²⁶

The commission under the chairmanship of Vincent W. Bladen released the report late in 1965. A summary of the recommendations of this Bladen commission is included in the Appendix. If these recommendations are adopted by the governments, many of the financial problems of

²⁵R. D. Mitchener, "Junior Colleges in Canada," Junior College Journal, XXX:5 (March, 1960), 412.

²⁶Bladen Commission Report, Financing Higher Education in Canada (Toronto: University of Toronto Press, 1965), p. vi.

junior colleges will be alleviated. It is expected that the federal government will deal with the report of this commission in 1966 in co-operation with the provincial governments.

Long-Range Planning

The established junior colleges of Alberta are currently involved in expansion planning according to reports from the school heads. Lethbridge is engaged in a major expansion of its facilities as it moves forward into the addition of second-year courses. Mount Royal College at Calgary is reported to be making arrangements for a new location in order to have room for a further expansion of its program. Camrose Lutheran College is well into a million dollar expansion based on a long-range development program coordinated with a master campus plan. The city of Red Deer has donated 120 acres, and the college board has purchased an additional 60 acres for the building of a completely new junior college campus. Thus, it would appear that the junior colleges in Alberta will be involved in considerable planning in the next decade.

It is of great importance that planning and building be on a long-range basis. Short-sighted planning and the hasty erection of buildings without consideration of long-term needs can be very expensive as an end result. Thus, colleges should plan wisely and build efficiently. Therefore, in the area of campus planning, and more specifically in the development of facilities, the following are suggested as areas of consideration for a planning board.

1. THE PHYSICAL PLAN. The physical plan for development must be an outgrowth of the academic plan or program. Ideally, the academic plan of any one college should be related to the total plan of higher education in the province.

2. THE LAND USE PLAN. A campus model is very helpful in determining the general character and configuration of the campus. Land needs and use must be visualized far into the future to avoid expensive rearrangements or relocations.

3. THE CAMPUS MASTER PLAN. A total overall plan must be prepared to define buildings, open spaces, roads and services. Many campuses strive for a concentric "ring-type" zoning which locates learning centres and major activities so that student travel time is reduced to a minimum. Provision must be made for administrative, social and recreational needs, and for the needs of transportation and parking. The campus master plan must be designed and controlled so as to efficiently use buildings, facilities, and land. Both appearance and convenience must be considered to the end that the campus will remain both beautiful and efficient even though it grows to serve more students.

4. THE DEVELOPMENT OF THE PLAN. Any long term building program has to be developed step by step. The priority of each individual project is established in terms of the need and the resources available for the expansion and growth.

5. THE NATURE OF PLANNING BOARDS. Much campus planning should be done by the senior academic and administrative staff in cooperation with proper committees of the board. Proposals should be studied by a campus planning committee or a building committee and in due course brought to the board of the college. When a clear statement of academic needs has been arrived at, and the board is ready to approve those needs, the school architect can be brought in to develop preliminary sketch plans and a cost estimate. Changing patterns in education are complicating the problems of school design. An architect is not an educator. He is not qualified to judge teaching techniques and learning processes. Hence, if the college is to be flexible enough to accommodate modern programs and methods, educators, boards and architects must work together as a team with each group making a contribution to the total planning effort.²⁷

This was the pattern generally followed by Camrose Lutheran College in its expansion program. This college used several years for general planning by a nine-man Development Council. This was followed by a three-man building committee which worked in cooperation with a professional architectural firm. When the overall plans were ready, they were submitted to the Board of Regents for approval in principle.(Figures 14, 15, pp. 154, 155).

²⁷Richard P. Dober, Campus Planning (New York: Reinhold Publishing Corporation, 1963).

Then, each new building was scheduled, approved, located and erected according to the master plan. The stern reality of limited resources has been a major hindrance in reaching all goals as soon as desired. Therefore, a multi-purpose building was built in several stages. In stage one of Convocation Centre, the top floor was completed so as to provide a gymnasium area for the physical education program of the school. A year later, the lower floor was completed to provide expanded kitchen and food services. At a later date, as funds permit, the main floor of Convocation Centre will be completely finished and furnished to provide an equipped stage, an adequate balcony, furnished foyer, finished entrances and stairwells.

Also, in terms of long-range planning the 1964 university dormitory was planned and built so that two future wings could be added later. The Master Plan for Campus Development in Figure 14, page 154 indicates the completed buildings in black and the future additions in outline. The progress on the master plan for the campus has been steady. Figure 16, page 156 illustrates the growth of plant fund assets which is related particularly to the new building additions to the campus.

The author would suggest that the experience of established colleges in campus planning could be helpful to other junior colleges involved in expansion programs. In any event, attention to sound procedures and proven principles are advised in any program of long-range campus planning.

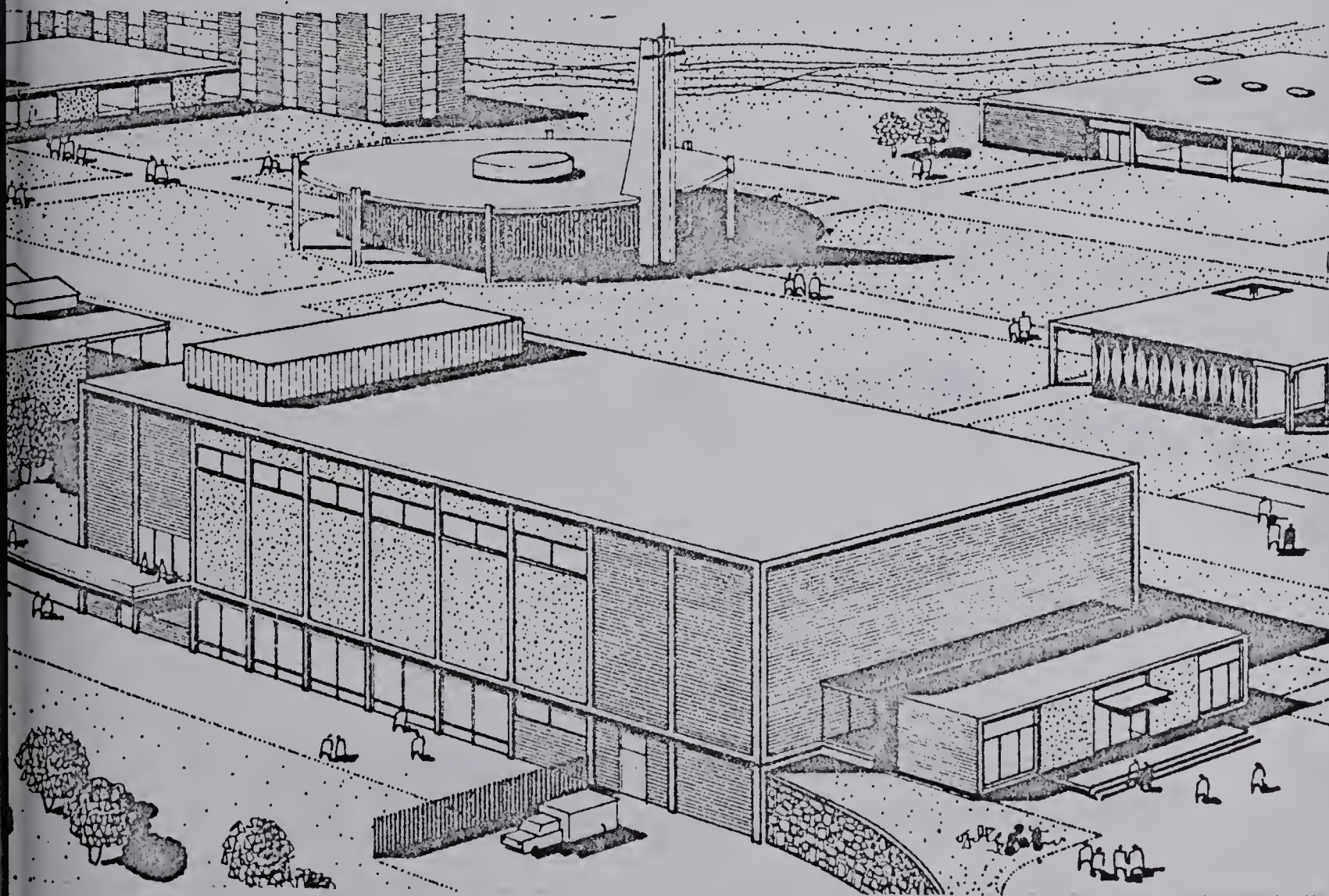
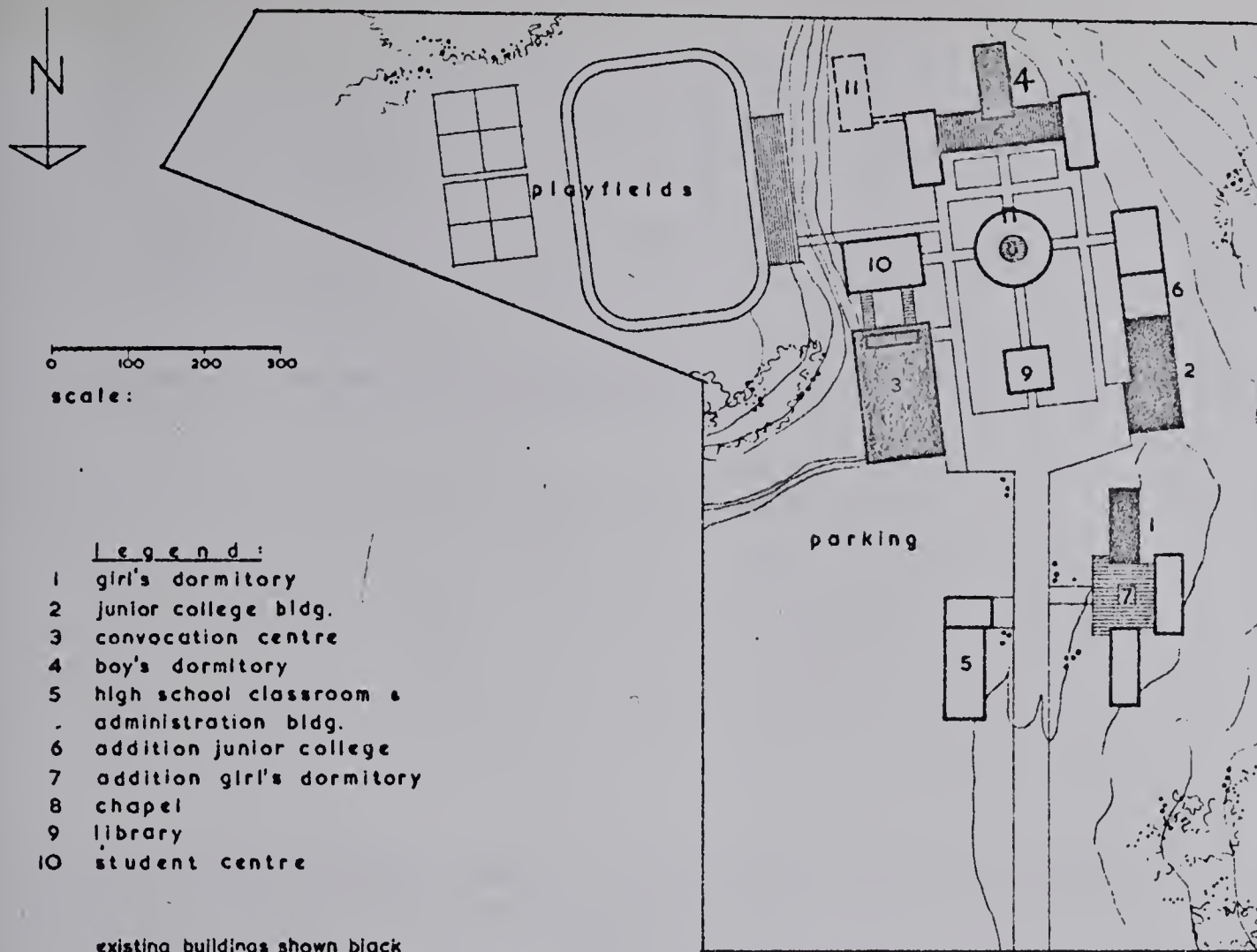


FIGURE 14

A MASTER PLAN FOR CAMPUS DEVELOPMENT AT CAMROSE LUTHERAN COLLEGE
(DRAWINGS PREPARED BY SCHOOL ARCHITECTS)

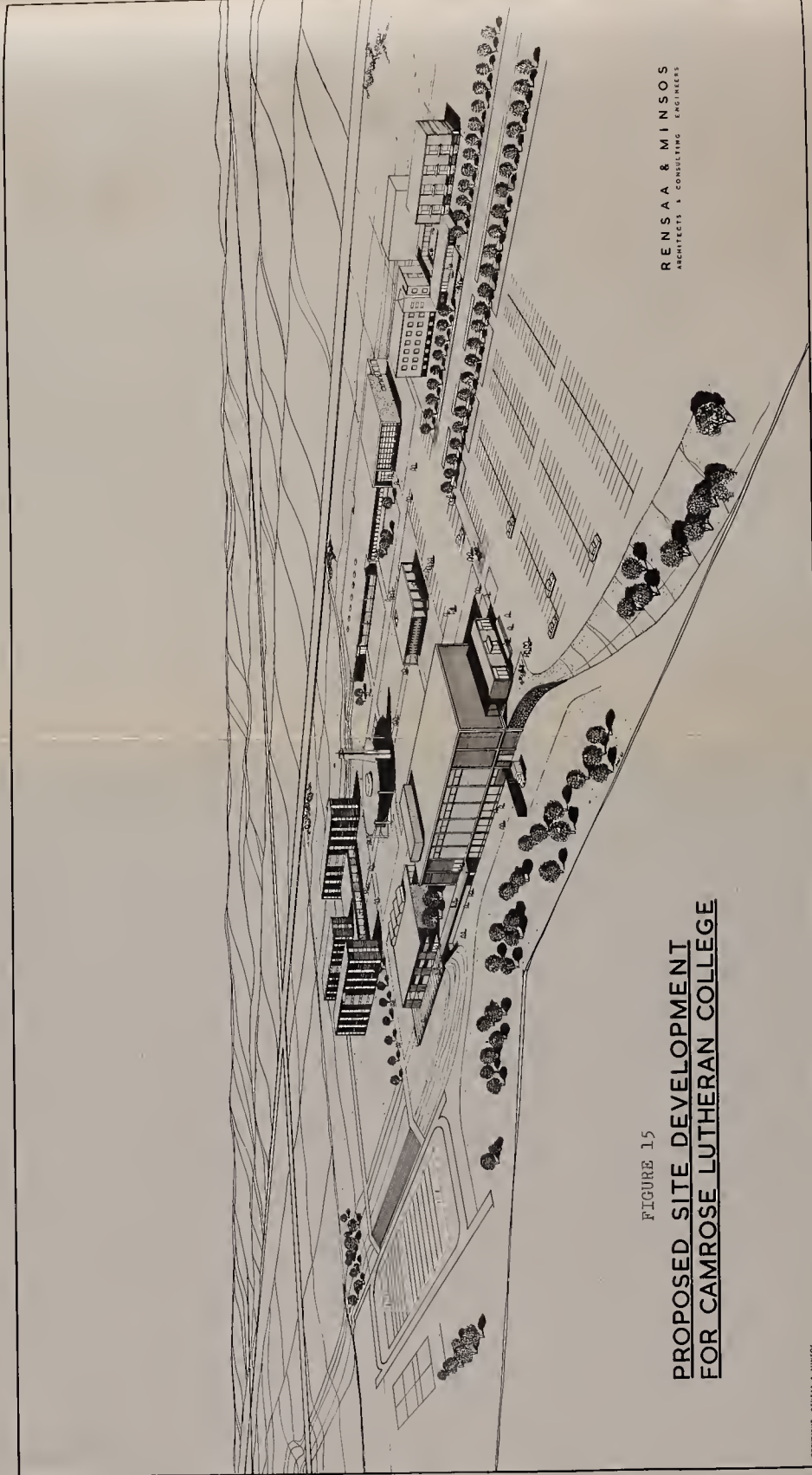


FIGURE 15

**PROPOSED SITE DEVELOPMENT
FOR CAMROSE LUTHERAN COLLEGE**

RENSAA & MINOS
ARCHITECTS & CONSULTING ENGINEERS



OLD MAIN
Dedicated
July 1, 1911



GIRLS' DORMITORY Dedicated November 23, 1952

JUNIOR COLLEGE
CLASSROOM BUILDINGS
Dedicated October 18, 1959



UNIVERSITY
STUDENTS'
DORMITORY
Dedicated
October 18, 1964

CONVOCATION
CENTRE
Dedicated
October 18, 1964



GROWTH OF PLANT FUND ASSETS
AT
CAMROSE LUTHERAN COLLEGE
1961 - 1965

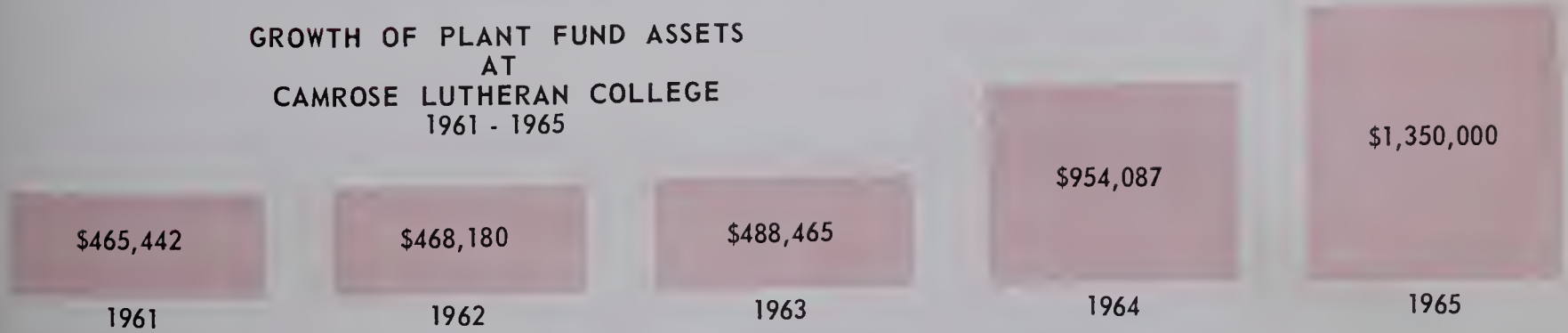


Figure 16

GROWTH OF PLANT FUND ASSETS AT CAMROSE LUTHERAN COLLEGE 1961-1965
(BASED ON AUDITOR'S STATEMENTS FOR THE SCHOOL)

Articulation with the University

At the present time, the junior college movement in Alberta is emphasizing a university program of transfer courses. Thus, articulation with the University is essential. In the matter of transfer university courses, the Calgary campus of the University of Alberta has accepted much of the responsibility for guiding the destiny of Lethbridge, Mount Royal and Medicine Hat junior colleges while Edmonton has assisted Camrose and Red Deer. An American writer has given some applicable comments on this problem:

If the junior college is to be accepted as a full partner in the enterprise of post-high school education, it must accept the obligation to provide a high quality of pretransfer preparation and to make responsible recommendations of qualified students to the senior institutions. On the other hand, the degree-granting institutions must be helped to comprehend the full scope of the varied tasks of the community junior college. They must be prepared to work with them in solving mutual problems, without condescension and without domination. They must accord to the junior colleges the freedom to experiment in developing approaches to lower-division education which might conceivably be superior to those now in vogue at colleges and universities. Finally, in full awareness of the magnitude of the impending crisis in higher education, colleges both public and private must cease to consider the community junior colleges as sub-standard competitors for scarce students. Rather they will need to cooperate in every possible way to encourage the extension and to improve the quality of junior colleges, as one part of the solution to the expansion in enrollments with which they themselves are not prepared to cope.²⁸

In Alberta, the junior colleges have found their place by working in close partnership with the University. The degree of specialization and the measure of independence accorded to each will depend upon such

²⁸James W. Thornton, Jr., The Community Junior College (New York: John Wiley & Sons, Inc., 1960), p. 279.

factors as time, maturity, facilities, faculty and enlightened leadership. Junior colleges will likely grow to play an increasing role in the further development of higher education for more people in Alberta. The day will probably come when transfer of courses between institutions will be based not on exact identity of courses but on performance of the students and evidence of their ability to proceed to the senior university.

Whether or not the proper role of the junior college is to provide post-secondary technical or vocational education remains a question. If this is the role of the junior college, then that department of the junior college might articulate with a provincial institute of technology. To date no such relationship has been enacted.

IV. SUMMARY OF CHAPTER V

In this chapter, note has been made of some of the current trends and projections in higher education. Current dilemmas have been indicated with a presentation of some of the probable directions for the junior college movement, and future prospects suggest that junior colleges are here to stay. Further expansion, in cooperation with the University, can be expected with an emphasis on a quality program. As junior colleges fulfil their role, the senior universities will be enabled to discharge specialized and advanced functions much better. The role of the junior college as a school for technical and vocational education is being explored, but requires further clarification and study. The importance of long-range planning both for and by junior colleges has been indicated.

CHAPTER VI

CONCLUSION, RECOMMENDATIONS AND COMMENTS

I. CONCLUSION

The story of the junior college movement in Alberta has been presented against the background of the current growth and interest in higher education. Except for over thirty years of pioneering experience at Mount Royal College in Calgary, it is only in recent years that the junior college movement has gained momentum in Alberta by spreading to other centres.

The study has endeavored to identify several factors which have affected the junior college development in Alberta. Significance has been attached to the rapid population growth and to the shifting of population to urban centres, thereby creating a demand for higher education in the principal cities of Alberta. Further, the increasing industrialization in the province has been indicated as promoting higher levels of education by the new demand for more skilled and better trained workers in a greater variety of jobs. The study has noted that provincial leaders at both government and university levels have stressed the importance of providing wider opportunities for post-secondary education. It was also noted that there is a growing appreciation of the economic value of education. A final factor favoring the junior college development has been the considerable press coverage given to the movement in Alberta.

The transition from a single university at Edmonton to the establishment of several regional affiliates has been surveyed. Junior college enrolments have grown steadily. An analysis of the source of students proved that the greatest number attend from an area within twenty-five miles of the institution. Private junior colleges attract more students from greater distances, but generally both public and private junior colleges serve local community areas. The study revealed that junior colleges have grown in facilities, financial support, organization, faculties and program offerings. These schools have attained considerable status under new provincial government legislation and provision. Recent Alberta legislation has assured a major source of financial support for the junior colleges in addition to the federal grants.

The examination of the present programs of the junior colleges indicated an emphasis on transfer courses in affiliation with the University of Alberta. However, two colleges, Mount Royal and Lethbridge Junior College are serving their communities by also offering terminal courses. All of the junior colleges have sought to establish and maintain contact with their communities, and to provide special services for the local area. Further, the study revealed that Alberta's junior colleges aim to make higher education available to more people under circumstances favorable to individual learning and needs. Present admission requirements were found to be very similar to the university except that admission requirements are somewhat relaxed in the combined matriculation and university program offered at Mount Royal

College. The study showed that the University of Alberta has maintained control over the qualifications of staff, curriculum offerings, library and laboratory facilities for all transfer courses. The study provided some evidence that the program of the junior colleges, in spite of initial handicaps, is being well received by leaders, students, and the public in general. The analysis revealed both weaknesses and problems to be overcome, as well as some present advantages.

On the background of current trends and projections, the future of the junior college in Alberta was examined. The role of the junior college movement has been predicted to be a continued program in partnership with the University of Alberta in providing more university education to a higher percentage of Albertans. The day is envisaged when a more diversified university curriculum will be offered in most of the principal cities of Alberta, at least in the first and second years of the popular faculties.

The establishment of junior colleges appears to be one aspect of meeting the problem of the greater numbers seeking advanced education. The pressures of modern economics, of complex social needs, concepts of current trends in automation and of new educational developments, have stimulated the province to provide greater opportunities and more facilities for training more people in more centres.

The potential role of the junior college in offering more technical and vocational education has been proposed. The kind of junior college eventually needed in Alberta is a topic of current interest and study.

II. RECOMMENDATIONS

This study has endeavored to provide a general overview of the junior college movement in Alberta. This development of junior colleges is relatively new, and in many respects is different from developments in other areas on this continent. Thus, there is a lack of rigorous evidence or authoritative literature on which to base firm conclusions.

Nevertheless the recommendations that follow are offered as insights and possible solutions to the issues confronting the junior college movement in Alberta.

Articulation in Partnership

The study has revealed that junior colleges in Alberta are institutions of higher learning above and apart from the secondary school system which is under the Department of Education. It is recommended that junior colleges continue to be subject to the academic regulations of the University for all transfer courses so as not to penalize the student who wishes to pursue university courses beyond the junior college.

Since junior college heads have endorsed the principle of greater self-determination, it is recommended that these schools be accepted as partners in higher education with more democratic interaction between the controlling university body and the junior college heads. Thus, more formal channels of communication should be explored for better planning and coordination of higher education in the province. If each junior college were represented on a committee of

higher education with adequate representation from the senior universities at Calgary and Edmonton, this need could be met. Such a committee could study problems related to diversification of curriculum, evaluation of courses, and specialization in university education, and then make recommendations in these and other areas to the controlling boards of each institution. It is recommended that such a committee should have no power to negate local autonomy, but that it should serve to stimulate creativity and individuality in higher education on the basis of mutual academic respect and cooperation.

A Master Plan for Higher Education in Alberta

The study has revealed recent rapid growth of higher education, and a trend towards decentralization of university work. It is recommended that studies on a comprehensive master plan for post-secondary education in Alberta be undertaken. Such studies could focus attention on:

1. Basic criteria for the establishment of a centre for post-secondary or tertiary education in terms of role and orderly development.
2. Recommendations for the location of new schools. This investigation has suggested Vermilion as a potential junior college centre.
3. Important aspects of planning a new campus. Some suggestions for the campus planning of junior colleges have been presented.

Studies on a comprehensive master plan for post-secondary education in Alberta should examine long-range needs and goals in terms of realistic projections. Projects carried out in the United States could serve as models for Alberta. Alberta has made a beginning in this area through its Survey Committee on Higher Education and its consultants. Such efforts should be continued.

Community Services and Outreach

The study has revealed that junior colleges have made a beginning in serving the communities in which they are located. It is recommended that each junior college seek to provide ideas, stimulation, enrichment, culture and challenge so as to make the community a better and richer place to live. The facilities, especially the library, should be available for adult education in the community. The junior college should continue to provide evening credit programs and adult education. It is recommended that such services be extended to strategic centres not readily served by Edmonton or Calgary.

Government Support

The study has revealed that junior colleges in Alberta are receiving major support from both the federal and provincial governments. Also, the study has revealed the high cost of providing post-secondary education. The federal government has assisted the junior colleges through the Canada Council, the Canadian Universities Foundation, student loan legislation and loans under the National Housing Act for the erection of living accommodations. The province of Alberta has provided major support of junior colleges operating in affiliation with

the University of Alberta. It is recommended that such support be continued so that junior colleges will be able to function effectively and responsibly. Junior colleges may appear to be local in fact, but all higher education is national in its consequences. Therefore, it is recommended that the federal government assume an even greater responsibility in meeting the current challenge of financing higher education to more Canadians in cooperation with the province.

III. COMMENTS

One of the aims of this study has been to consider the prospect for the junior college movement in the years ahead. In the course of the study, several issues related to the expansion of the junior college movement were touched upon, but on many of these there was a lack of conclusive evidence on which to base firm recommendations. Also, in the course of the study several problems and questions occurred to the author which were beyond the limits of the present study, or which were topics that could well be investigated more thoroughly and completely than was possible in this study. The paragraphs that follow are intended only as a commentary on some of these matters as related to the future of the junior college movement.

Admission Requirements

The study has drawn attention to the current matriculation standards in Alberta. Considerable dissatisfaction is being expressed in some quarters over the dependence on the final examination marks as the sole criteria on which to base admission to university courses.

Several educators feel that a greater percentage of our youth are capable of and could benefit from a university education. Therefore, many feel that current admission requirements should be revised so as to include some other factors such as the total high school record, the principal's report, and a personal interview.

The junior college might be a good place for more experimental work relative to any revision in admission requirements. As has been pointed out earlier, the success of Mount Royal College of Calgary in admitting some students with less than the normal university admission requirements, has been an encouragement in this direction.

Counselling Services

In the examination of the program of the junior college, it became apparent that these schools have unique opportunities in the community setting to identify, inspire and assist able young people for further education and training. Proper identification of talent requires professional leadership, competent counsellors, time and money. Failure to provide the student with the opportunity to see the relationship of his full potential constitutes the loss of our most valuable natural resource. Therefore, each junior college should have the opportunity and obligation to establish sound guidance and counselling services in the area of individual analysis, informational services and individual counselling. It is suggested that the great need for adequate counselling justifies the cost in spite of limitations upon the junior college budget.

Community Colleges

The study has revealed a lack of clarity concerning community colleges in Alberta. Further studies have been suggested on the whole matter of community colleges, their potential scope and function. Schools are required in our society to provide semi-professional business studies and technology, trade and industrial education, developmental training and adult education to meet the requirements of our scientific and technological age. The place of the community college in this program needs to be examined against the contentions of those who maintain that technical institutes, composite high schools, trade schools and corporations providing training on the job are better equipped to prepare students for vocational placement. The experience of Mount Royal and Lethbridge in providing some terminal courses should be most helpful in such a study.

The extent of technical, vocational and semi-professional education at the junior colleges varies from one school to the other. Conceivably, all the junior colleges might do more than just transfer curricula. There is an open door to serve the community in general and continuing education for both young people and adults. However, the proposed role for junior colleges of upgrading employed persons is questioned because of the trend of corporations and industries to provide specialized training programs for their own employees.

Community colleges could have great latitude in establishing individual admission requirements. Thus, more students could be given the opportunity to attempt work at a level beyond the high school. In the United States experience with their community colleges, many students

have proven themselves to be capable of transferring, and completing senior university programs.

The concept of merging the academic and the vocational in a comprehensive institution merits further experimentation and evaluation. There is a great potential for providing the opportunity for young Albertans to advance their education beyond Grade XII even if they are not interested in acquiring a university degree. The relationship of a community college to the advanced provincial institutes of technology should be explored.

Junior College Association

It would seem to the author that junior colleges have a greater role to play in higher education in Alberta. It is suggested that a strong association of junior colleges is needed in Alberta to further clarify perspectives, share problems and muster resources. Such continued interchange will strengthen the entire movement. Progress to date would indicate that junior colleges are here to stay, and that further expansion can be expected.

IV. SUGGESTED TOPICS FOR FURTHER STUDY

The present study has been a general analysis of the junior college movement in Alberta. Some further topics for research in this area are suggested as follows:

1. The performance and follow-up of Alberta junior college transfer students in university courses.
2. Aspects of planning a new junior college campus.

3. A comparison and contrast of the decentralization of higher education in Alberta with California.
4. The potential of the district college for Alberta.
5. A critical analysis of staff requirements and recruitment for Alberta junior colleges.
6. An appraisal of the guidance and counselling programs of the junior colleges in Alberta.
7. Establishing admission criteria for university education in Alberta.
8. An analysis of the junior college movement in British Columbia.
9. Criteria for the establishment of a junior college.
10. An appraisal of the American community college.
11. Aspects of financing the junior college program.
12. The role of the junior college board.

Included in the Appendix is a bibliography of two hundred ninety doctoral research dissertations on the American Junior College as found in the Junior College Journal. Some of these titles may be of help to those preparing a thesis on some aspect of the junior college movement.

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APPENDICES

APPENDICES

- EXHIBIT A: Letter to Junior College Heads
- B: Questionnaire to Junior College Heads
- C: 1964 Letter to Graduates of Camrose Lutheran College
- D: 1964 Questionnaire to Graduates of Camrose Lutheran College
- E: Third Interim Report of the Alberta Survey Committee on Higher Education
- F: Selected 1963-64 News Reports on the Establishment of New Junior Colleges in Alberta
- G: Role of the Junior College Board
- H: A Junior College Salary Schedule
- I: A Junior College Timetable
- J: A Recommended Procedure in Hiring Junior College Staff
- K: 1961 Population Density Map of the Province of Alberta
- L: Selected Recommendations of the Bladen Commission Report on Higher Education in Canada
- M: List of American Doctoral Dissertations on the Junior College
- N: The Public Junior Colleges Act of Alberta (1958, chapter 64 and later amendments)
- O: The University and College Assistance Act (1964, chapter 102 and later amendments)

CAMROSE LUTHERAN COLLEGE



CAMROSE, ALBERTA

June 8, 1964

OFFICE OF THE PRESIDENT

Dr. W.J. Collett
Mount Royal College
Calgary, Alberta

Dear Dr. Collett:

As you know, I am writing a thesis on the following topic: "An Analysis of the Alberta Junior College--Progress, Program, Performance and Prospect." I should be very pleased if you and your staff could supply me with the information requested on the enclosed questionnaire. Will you also please send me the following if they are available:

1. 1963-64 list of transfer university students with addresses. If you have a geographical distribution map, this would be most helpful.
2. 1963-64 university timetable.
3. Forms used in securing and registering students.
4. Current catalog.
5. Salary schedule for university teachers.
6. Summary of your final results in 1963-64 university courses.
7. Staff organization charts or a description.
8. Chart of control and administrative relationships.
9. Copy of your last commencement program.
10. List of active staff committees.
11. Annual reports, summaries of staff projects, history of the school, campus projection studies, student handbook, staff handbook, recent yearbook, etc.

Thank you for your cooperation in this project which I have undertaken. Without your help, I cannot carry out the study. Cordial greetings!

Sincerely yours,

QUESTIONNAIRE TO JUNIOR COLLEGE HEADS

1. Please indicate the number of junior college students enrolled as transfer students for each of the following:

1958-1959 _____

1959-1960 _____

1960-1961 _____

1961-1962 _____

1962-1963 _____

1963-1964 _____

Projected for 1970 _____

2. What is your current pupil-teacher ratio?
3. List the evening courses offered and the enrolment in each evening course for the 1963-64 year.
4. List other community services offered by your college.

5. Total land acreage and value _____

Total value of buildings, equipment and library used for university work _____

Total square footage for each of the following:

Instructional space _____

Administration _____

9. Major strengths and advantages of the Junior College program:
10. Principal weaknesses of the Junior College program:
11. Major problems confronting the Junior College program:
12. What is your vision for the future of your Junior College?



Camrose Lutheran College

C A M R O S E + A L B E R T A

PHONE 672-2444

January 24, 1964.

Dear Graduate of Camrose Lutheran Junior College:

The Faculty of Camrose Lutheran Junior College is interested to learn how their students have fared since leaving College. We have records which indicate what you did (or didn't do) while taking your first year of University work here, and we are interested in knowing how things have been going since you left. Hence, we have enclosed a questionnaire which we hope you will find time to complete and return.

Some of the information that is of general interest will be redistributed to all graduates in the form of a news letter, some of it will be used to complete our records and some will be used to improve our present program. To date 76 students have completed their first year of University work at C.L.J.C. This total will be increased by 55.3% when the current class of 42 finish their present year. Hence, as a former Junior College student you are not only a member of the world's smallest alumni but also probably the world's fastest growing alumni.

We are enclosing some literature to give you an indication of our current program.

Sincerely,

Don Lee
for Camrose Lutheran
Junior College Faculty

DGL/ts

CAMROSE LUTHERAN JUNIOR COLLEGE

Name _____
(Ladies please use maiden name here)

Address (permanent) _____ Phone No. _____

If married please give the name of your husband or wife. _____

Do you have any children? Number _____

Names _____

What is your present church affiliation? _____

What community and church activities are you presently participating in? _____

Are you currently enrolled at a University or College? _____

If so, what course are you taking and at what University are you studying? _____

If you are not attending a University or College, could you indicate what your present work is? _____

Have you found that your year at Camrose Lutheran Junior College was helpful to you in your adjustment to University work or to some other role?

1. The first step is to identify the problem. This involves understanding the situation and the goals that need to be achieved. It is important to gather all relevant information and to define the problem clearly.

• *Journal of the American Medical Association*, 1997; 278: 1033-1038

Letter re: background study to support the proposed project.

referred to as the "old" or "new" style.

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10-10-1944

What do you consider to be the greatest advantage of attending C.L.J.C. before going on to University? _____

What do you consider to be the disadvantages of taking a year at C.L.J.C. before going on to University? _____

What suggestions do you have for making Camrose Lutheran Junior College more effective in meeting the needs of its Students?

What are your career plans for the future? _____

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SURVEY COMMITTEE ON HIGHER EDUCATION IN ALBERTATHIRD INTERIM REPORT

The Survey Committee on Higher Education in Alberta was formed in the early summer of 1961 "to enquire into and report on all those problems and possibilities which bear on the future growth and development of the programs of higher education in Alberta with particular emphasis on the development of the best possible policies consistent with the greatest economy of operation". Since that time, the Committee has held forty-one formal meetings, eighteen of which have been held since the Second Interim Report in 1963. This period has seen a change in the Committee's membership due to the resignations of The Honourable Mr. E.W. Hinman as Provincial Treasurer and Dr. M.G. Taylor as Principal of the University of Alberta at Calgary. The Committee would like to express its gratitude and deep appreciation to these men for their valuable service to the Committee. The present membership consists of The Honourable Mr. A.O. Aalborg, Chairman; The Honourable Mr. F.C. Colborne; The Honourable Mr. R.H. McKinnon; Dr. C.M. Macleod, Q.C.; President W.H. Johns; President H.S. Armstrong; and Mr. B.H. McDonald, Secretary.

It had been hoped that this Report of the Committee would be a "final" one - that the work of the Committee would be completed. This has not proved possible. The growth of higher education, and the problems associated with this growth, have proven to be such that the Committee now feels that it should continue to serve for a further period.

The following Table will give some idea of the rapid growth of the University of Alberta. The estimates shown have been made by the Committee.

TABLE IUNIVERSITY OF ALBERTAGrowth As Shown By Selected IndicatorsAt Five-Year Intervals From 1954-55 to 1969-70 (Est.)

	<u>1954-55</u>	<u>1959-60</u>	<u>1964-65</u>	<u>(Est.) 1969-70</u>
1. <u>Full-time Enrolment</u> (Total Undergraduate and Graduate)				
Edmonton	3,260	5,205	9,334	13,600
Calgary	287	689	2,587	6,100
TOTAL	3,547	5,889	11,921	19,700
Graduate Students as a Percentage of Total Enrolmt.	4.4%	5.4%	8.9%	12.0%
Enrolment as a Percentage of the Province's University Age Group (18-21 incl.)	5.7%	8.5%	14.7%	18.4%
2. <u>Full-time Teaching Staff</u>	251	430	820	1,350
3. <u>Operating Expenditures</u> (exclusive of operating depts. such as Bookstores, Cafeterias, etc.)	\$ 3,095,000	\$ 7,741,000	Est. \$ 22,200,000	\$ 49,000,000
- per student	\$873	\$1,314	\$1,860 Est.	\$2,500
4. <u>Assets</u>	\$18,842,000	\$39,456,000	Est. \$106,000,000	\$175,000,000
5. <u>Gross Square Feet of Non- Residential Building Space</u>	854,000	999,000	2,822,000	4,925,000

The above Table illustrates both the tremendous growth being experienced at the University and the many difficult problems associated with this growth. For, although enrolment is rising rapidly, costs are rising even more rapidly, as witness the rise in operating expenditures per student. Another problem is that of finding enough qualified staff to maintain the University's present high standards. In this regard, the Table shows that 1,350 full-time teaching staff are required in 1969-70, if the present student/staff ratio is maintained. The Table also shows that the

graduate student enrolment as a percentage of the total enrolment is continually rising; the problem which follows from this trend is that a staff member can handle fewer graduate than undergraduate students. This means that the projected requirement of a faculty of 1,350 is conservative. Throughout North America, the situation is much the same as that in Alberta: there is still a shortage of qualified university teachers and it will probably be some years before this situation improves.

The Committee is concerned at the rise in costs and has spent much of its time analyzing these costs and methods of reducing them. The problem is complicated by the fact that, while costs rise rapidly, revenue (other than from the Provincial Government) rises less rapidly. The two major sources of operating revenue other than the Provincial Government Grant are (1) tuition fees, and (2) the Federal Government Grant. In view of the rising costs, it appears inevitable that tuition fees increase. However, along with any increase in fees the Committee feels that various forms of financial assistance to needy and deserving students should be likewise increased.

The third major source of operating revenue, the Federal Government Grant, has been the least helpful in meeting the rising costs. The reason for this is that the grant is based on X dollars per capita population (at present, \$2.00), while student enrolment and costs have been rising at a much higher rate than that of the population as a whole. Whereas this grant provided some 29% of operating revenue in 1958-59, it will provide less than 13% in 1964-65. The Committee feels, (1) that the general level of the grant should be raised, and (2) that the grant basis should be changed to reflect numbers and types of students rather than numbers of people.

The Provincial Government Operating Grant has continued to be the single most important source of operating revenue for the University. In 1964-65 it has provided some 67% of revenue, the highest percentage in our history. If costs follow present trends and revenues remain on the present bases, the Province's contribution will rise even higher than its present high level. The University and College Assistance Act, passed by the Legislature in 1964, provided that the Provincial Government

Operating Grant to the University would be at the rate of \$1,270 per full-time student while the Grant to public junior colleges would be \$635 per full-time student. The Act also made provision for the establishment of two committees: (1) the Review Committee, which would examine, annually, the grant per student, and (2) the University Capital Development Committee, which would be concerned with the University's capital expansion. Both these committees have met regularly; the Review Committee has embarked on a detailed analysis of the University's costs and budget system; the Capital Development Committee is hopeful it can develop a formula which will guide, and control, the University's capital expansion.

* * * * *

While the Committee has concerned itself largely with matters financial, it has by no means restricted itself to that area of higher education. Among the topics which have been discussed and studied by the Committee are the following: limitation in the size of campuses, development of Junior Colleges and "satellite" campuses, co-ordination between the Department of Agriculture (both Federal and Provincial) and the University's Faculty of Agriculture, development of the Banff School of Fine Arts and Continuing Education, and the Banff School of Advanced Management, vocational and technical education, admission standards, and many others.

The Report would not be complete without special mention of the development of Junior Colleges in the Province. In its first Report (Spring, 1962), the Committee encouraged development of Junior Colleges. Whereas in 1960-61 there were three such colleges - Camrose Lutheran Junior College, Mount Royal Junior College in Calgary, and Lethbridge Junior College - today there are five; Red Deer Junior College and College St. Jean, of Edmonton, have been added. The latter has a special arrangement with the University by which it offers two years of instruction, partly in French and partly in English, to fully matriculated students registered in programs leading to the B.Ed. degree. Enrolment in University courses at these Colleges has risen from

seventy-one in 1959-60 to 558 in 1964-65. In September, 1965, the junior college in Medicine Hat is expected to admit its first students, and Grande Prairie's plans for a Junior College are still under consideration. Lethbridge Junior College is planning to offer courses in the second year for the first time this Fall. In addition, the Edmonton Separate School Board recently commissioned a study on the feasibility of establishing a Junior College in the Edmonton area; the recommendation of the report was to establish such a college and the School Board is now taking the steps necessary to affiliate a college with the University. The Committee is gratified at these developments and wishes to reiterate its earlier recommendation for the expansion of the Junior College program in Alberta.

* * * * *

In its two earlier Reports, the Committee made a number of recommendations and would now like to add the following recommendations to the list:

1. The Committee has re-examined the recommendations it made in its Second Interim Report and has concluded that all are still valid, and confirms its recommendation for their adoption. (Appendix I contains these recommendations.)
2. The Committee recommends that the University's tuition fee structure be such that the revenue from tuition fees bear approximately twenty percent (20%) of the net operating costs of the University.
3. The Committee recommends that both the Edmonton and Calgary campuses of the University be limited to their now-projected areas.
4. The Committee recommends that facilities be developed on the Edmonton and Calgary campuses of the University to accommodate not more than 36,000 full-time students - 18,000 on each campus.
5. The Committee recommends that study be given to the question of the future expansion of junior colleges and other facilities for higher education, such as satellite campuses necessary to accommodate additional undergraduate students.

6. The Committee recommends that early consideration be given to the need for the expansion of facilities for higher education in Lethbridge.
7. The Committee recommends that the work of the Faculties of Graduate Studies be supported to a sufficient degree in order that the progress already made may be consolidated and confirmed, but that the areas of such development be limited, and that graduate studies be developed on the campus where this can be done most appropriately and most economically.
8. The Committee recommends (a) that a formal agreement be drawn between the University and the Provincial Laboratory of Public Health as to the relationship between the two institutions, and (b) that the Provincial Laboratory of Public Health building in Edmonton be expanded, including additional space for the University departments of Bacteriology and Pathology, and that such space be leased by the Government to the University.
9. The Committee recommends that procedures be established to ensure that there is coordination among the Federal Department of Agriculture, the Provincial Department of Agriculture, and the University's Faculty of Agriculture, particularly in the areas of research and extension. It is hoped that such coordination would preclude unnecessary duplication of work and costs.

APPENDIX I

RECOMMENDATIONS OF THE SURVEY COMMITTEE ON HIGHER EDUCATION

SECOND INTERIM REPORT

1. In Centres of population large enough to attract a sufficient number of post-high school students, School Boards should be encouraged to establish Junior College Programs as part of their local school systems and affiliated with the University.
2. Provided they can meet the standards approved by the University, private schools should be permitted, and encouraged, to affiliate with the University and offer courses in the first year, or first and second years, of University work.
3. The Committee, in appraising the various types of calendars possible to be used at the University, has come to the conclusion that the semester system has the most to offer for the future needs of the University, and recommends its adoption at the earliest possible time. It also recommends that studies should be carried out as to the feasibility of the University operating on a "year round" basis, perhaps using a "trimester" system.
4. The Committee recommends that planning for the future of higher education in Alberta be continued by both the Provincial Government and the University and that there should be continued sharing of views.
5. The Committee recommends that every step be taken to make as efficient and economic use as possible of the resources available to higher education.
6. The Committee recommends that formulae be devised which would be used as a basis for determining future Provincial Government grants to the University - both for operating and capital.

7. The Committee recommends that a study be made of adult education programs in Alberta to determine where expansion, consolidation, and coordination is necessary and feasible.
8. The Committee recommends that the University, Institutes of Technology, Junior Colleges, the Provincial Government and Municipal governments should cooperate to take advantage of all assistance programs in aid of higher education.

NEWS REPORTS ON THE ESTABLISHMENT OF NEW JUNIOR COLLEGES

In 1963-64, various reports in several publications indicated that the Junior College movement was gathering momentum in Alberta. In December 1963, the publication "University Affairs" carried the following report:

Red Deer junior college

The University of Alberta Board of Governors has approved the establishment of a junior college at Red Deer. Plans call for the opening of the college in September 1964 with about 70 students registered. Facilities of a local high school will be used until registration warrants a separate campus. Curriculum and teaching standards come under the supervision of the University of Alberta's committee on junior colleges. Local school units in the area have agreed to participate in the organization through financial support. Three other junior colleges exist in the province at Lethbridge, Calgary and Camrose.

Then on February 8, 1964 the Edmonton Journal carried an advertisement indicating that the plans there had progressed to a significant point.

Red Deer Public School District No. 104
requires

DEAN FOR JUNIOR COLLEGE

College is expected to open September, 1964. Duties of dean will consist of organizing instructional programmes of Education, Arts, Science at first-year University level. Staff and facilities will be shared with High School for interim period. Candidates should have minimum of master's degree, preferably with some experience in school or university administration.

Write for application form and for further information to G. H. Dawe, Superintendent of Schools, 4747 - 53 Street, Red Deer, Alberta.

News of efforts, problems and hopes of a Junior College in the Grande Prairie area were reported as follows:

Grande Prairie Seeking North Junior College

By GARY HARKER

Journal Peace River Bureau

GRANDE PRAIRIE — City school officials have written the University of Alberta board of governors requesting permission to establish a junior college here.

"We're proposing a college, affiliated with the university, that would offer first-year university courses to students in the Peace River district," said F. M. Riddle, superintendent of the Grande Prairie School District.

"Our most vital question at the moment is the amount of support we can expect from school boards and students in the area," he said.

Questionnaires and information sheets about the proposed college have been sent to high schools throughout the Peace area inviting replies from prospective students by Jan. 6, 1964.

Enrolment will have to be at least 35 students if it's to be an economical operation, Mr. Riddle explained. "The closer we can come to 50 students the more assurance we'll have to go ahead.

"We've received no replies from students yet, but we've had requests for more questionnaires from as far north as Manning and we're quite encouraged."

Last year 200 students from the Peace River district were enrolled at the U of A, Mr. Riddle said. Bulk of the students were from the South Peace.

EASIER FOR STUDENTS

A junior college could make it easier for local students to get the first year of university, he said. Many can't afford to go to Edmonton when they graduate from high school. But if they get the first year of higher education it's much more likely they'll find a way to finish their program.

Officials at the U of A say establishment of a junior college eventually results in larger enrolment at the university,

He is hoping eight other school boards in the north will join in supporting the college. These are: Grande Prairie county, Grande Prairie Roman Catholic School Division, Fairview School Division, Peace River School Division, High Prairie School Division and Fort Vermilion School Division.

COLLEGE FINANCING

The college would be financed by provincial grants under the foundation program, contributions from participating school districts, federal grants and students fees.

It is proposed that students residing in supporting school districts would pay a tuition of \$50 per year, while non-residents would be assessed \$350 per year.

The teaching staff would include six instructors and a principal. Classes would be offered in arts and science and education. Entrance requirements would be the same as those of the university.

For the time being the classes would be accommodated in the Grande Prairie academic high school, Mr. Riddle said. The school district has already purchased land in northwest Grande Prairie to use for a college building when required.

ONLY AT LETHBRIDGE

Currently the only junior college operating in the province is at Lethbridge. However, Medicine Hat and Red Deer are considering establishment of a college.

"Once we receive approval from the board of governors we will assess the response from the student and boards," Mr. Riddle said.

1965 OFFICIAL APPROVAL OF TWO MORE JUNIOR COLLEGES

Meanwhile Volume 1, Number 16 of the Folio published twice a month by the Information Office of the University of Alberta at Edmonton announced the official approval of two more junior colleges for the province as follows:

new junior colleges

Board of Governors has announced that affiliation with the Medicine Hat Junior College has been approved and the college will begin operating in September of this year. The Board has also given approval in principle to the establishment of a junior college in Grande Prairie.

In accordance with a recommendation of the University's Coordinating Council, the Medicine Hat Junior College will be affiliated with the University of Alberta for one year and will carry out an academic program beginning in September, in consultation with the University at Calgary.

Affiliation of the junior college in Grande Prairie will be subject to the provision of adequate staff and facilities.

Red Deer College Officially Opened

The Journal's Red Deer Bureau
RED DEER — Weekend ceremonies marking the official opening of Red Deer Junior College were attended by leading figures in the Alberta educational field.

Attending were the chancellor of the University, Dr. F. I.

Galbraith of Red Deer; the university's president, Dr. W. H. Johns; Hon. R. H. McKinnon, minister of education, and Hon. A. O. Aalborg, provincial treasurer and former education minister.

The college is in operation for the first time this fall with a registration of about 120. It rounds out Red Deer's outstanding educational complex which now includes a semester-type composite high school with nearly 1,000 students, and a vocational high school, also in operation for the first time this year.

STAFF OF 13

The junior college is administered by Red Deer Public School District No. 104 and has a staff of 13 teachers. General chairman at the opening was Mrs. W. B. Parsons, chairman of both the public school board and the college board of trustees.

College Dean Peter Raffa was introduced by superintendent G. H. Dawe. Dr. Johns, who delivered the main address, was introduced by Dr. Galbraith.

Dr. Johns urged junior college students to recognize the basic importance of the humanities in the face of great strides in mathematics and science. The practice and understanding of the humanities to alleviate the sufferings of a great section of mankind should be considered of vital importance, he said.

NO TEACHER DRAIN

He touched briefly on the role of a junior college and denied that such institutions created a teacher drain. A junior college, he said, could become a good teaching institution. He also defended colleges with religious affiliations. That type of college in Alberta was doing a good job along with other universities and schools, the president said.

Mrs. Parsons reminded her audience that Red Deer had already obtained a site for a larger college as the need grew. At present, the college operates in an extra wing of the composite high school. The eventual campus will be situated on the southwest outskirts of the city.

City greetings were extended by Mayor Ernest Newman and several choral numbers were given by the students, under the direction of John Long, professor of music.

Both press and radio gave a full report of the opening of the fourth junior college to be fully affiliated with the University of Alberta. The event took place at Red Deer on November 27, 1964. The Edmonton Journal carried the report on this page. The main address was given by the President of the University of Alberta.

Shortly after his appointment, the new dean of the Medicine Hat Junior College spoke to the Brooks Chamber of Commerce. On October 8, 1964, the Calgary Herald reported on the address by Mr. Matthews as follows:

Seven-Point Plank

Junior College's Advantages Stressed

[Herald Correspondent]

BROOKS — Seven direct advantages for establishment of a junior college in any community were pointed out by Neville Matthews, Medicine Hat Junior College dean, when he spoke to the Brooks Chamber of Commerce this week.

A college in a community assists in attracting industry, it adds new payroll to the town, aids retail business, provides an outlay of capital expenditure, creates a stimulus for students to further education, provides cultural advantages for adult education and professors provide a pool of resources for instruction, he said.

Medicine Hat Junior College is scheduled to open in the fall of 1965 and will be the fifth in the province.

"We expect to open the term with 40 students," he said.

Fees for students from participating school districts such as Brooks will be \$150, he said. The college will have a 10-member staff.

Mr. Matthews said universities have a glamor that attracts students together with a big

campus, elaborate facilities and the attraction of semi-independence for freshmen.

Junior college advantages are that classes are smaller and the accent is on teaching by professors themselves not by graduate students. There is a social advantage also in a more relaxed atmosphere, particularly in campus activities.

The economic advantages are obvious, he said.

In addition, there is a psychological advantage for many in this major change of transition from high schools by attending the smaller institutions.

Junior colleges bridge the gap for many, Mr. Matthews said.

Many young people don't apply to university because of lack of finances or they are unsure of what course to take.

Junior colleges have a place in meeting these problems, he said.

ROLE OF THE JUNIOR COLLEGE BOARD^a

A college trustee is more than a person entrusted with property. He also has the responsibility for building an institution which, with increasing effectiveness, can serve students today and tomorrow. In this function, the trustee is a prime factor in creating tomorrow's world. Thus, the role of the college board member is less that of a custodian and more that of a builder.

The board has three main areas of responsibility:

(1) The board of trustees is a legislative, not an executive body, whose primary responsibility is the determination of policy. This means that the board's function is not administrative. Execution of policy must be scrupulously left in the hands of the president. Trustees should "see that the university is well run by someone else and not try to run it."

(2) The authority of the board of trustees rests in the board as a whole, not in individual trustees. It is unfortunate, for example, when trustees invite and give private audiences to faculty members or students without knowledge of the president.

(3) Since it is the board's major responsibility to assist, guide, and evaluate the progress of the institution, it is highly important that a single person, the president, be the only administrative officer to report directly to the board. Where two or more persons are held separately responsible to the board, frictions are almost certain to develop and, what is more dangerous, responsibility becomes difficult to fix. The "unit" type of administrative control has almost everything in its favor. In a small college it is a necessity. A successful president will delegate responsibility. The president should be permitted to invite others of his staff--for instance, the deans and director of development--to the meetings of the board so that these individuals will also come to comprehend the general attitudes of the board. As chief assistants of the president, these college officers need to feel his and the board's confidence in their work.

Specific board responsibilities are:

- (1) to select the president of the university;
- (2) to declare with the president and other administrative officers, the principle objectives and policies of the institution;
- (3) to preserve and invest the properties and funds of the institution.

Having selected the president, the board must be prepared to help him in every possible way so that the burden of the institution is a shared responsibility. Sink or swim; once committed to a choice, the administration must be supported.

^aMyron F. Wicke, A Handbook for Trustees (Nashville: Board of College Education, The Methodist Church, 1962).



Camrose Lutheran College

CAMROSE + ALBERTA

PHONE 672-2444

JUNIOR COLLEGE SALARY SCHEDULE (1966-67)

1. (a) University teachers shall be classified and payments made in accordance with the following:

Professors \$12,000 and up
 Associate Professors \$10,000 to \$12,000
 Assistant Professors \$7500 to \$9500
 Instructor \$6000 to \$7500

CATEGORIES DEFINED:

INSTRUCTOR: To qualify as instructor the teacher must hold a Master's degree with an approved major in the subject being taught.

ASSISTANT PROFESSOR: This instructor holds a Ph.D. or has proven qualifications and adequate experience as determined by the Board for this ranking.

ASSOCIATE PROFESSOR: This instructor holds a Ph.D. or has proven qualifications and adequate experience as determined by the Board for this ranking.

PROFESSOR: This instructor holds a Ph.D. Promotion to this rank shall be determined by the Board.

(b) INCREMENTS & PLACEMENT ON SCHEDULE:

The Board reserves the right for the initial placement in any category on this schedule. Increments are not automatic, but are granted upon the recommendation of the department head and the president, and in accordance with policies stated in the faculty handbook.

(c) PROBATIONARY PERIOD

The position held under the category of instructor is probationary unless otherwise stated by the board. In the other categories, the period of probation shall be three years. If a qualified teacher does not received notice of dismissal by April 15th in his final probationary year, he shall be considered to be a permanent member of the College Faculty. The probationary period may be extended beyond three years if the teacher does not fully meet all the requirements as determined by the University of Alberta.

(d) TERMINATION OF CONTRACT

Any teacher contemplating termination of his contract must so notify the Board in writing by April 1st.

(e) SUPER-ANNUATION

The retirement age for this schedule shall be 65, the retirement to become effective at the end of the school year in which the 65th birthday occurs. Teachers over 65 may be retained by Board action with the provision that each such contract must be separately negotiated and will be tenable for one year only.

2. SABBATICAL LEAVE

Teachers on the permanent staff of the College shall be entitled to Sabbatical Leave subject to the following conditions:

- (a) After 7 years of continuous service a teacher is eligible to apply.
- (b) The granting of sabbatical leave shall entitle to one-half of salary.
- (c) The teacher must agree to return to C.L.C. for at least two years after such leave has been taken.
- (d) The sabbatical year must be spent in study or other activity designed to improve the teacher's qualifications.
- (e) The granting of sabbatical leave will not deprive a teacher of increments or other increases which occurred in the salary schedule.
- (f) Application form must be approved by the Board.

3. SICK LEAVE

A total of twenty days sick leave per year shall be granted provided that teaching service has begun. One-half of each years unused portion shall accumulate to a maximum of 140 days. (Teachers employed by the College prior to September 1, 1959 will be placed at the third year level as of that date.)

4. SUPERVISORY ALLOWANCES

Supervisory allowances shall be negotiated individually for administrative officers.

5. ANNUITY SPONSORSHIP

The College will pay into a registered insurance or annuity program an amount equal to that contributed by the teacher up to a maximum of 4% of salary, or 7% of salary if qualified and approved under the Teachers' Retirement Fund Act.

TIMETABLE 1964-65 - UNIVERSITY SECTION

TIME	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY	RM
8:30-9:20 1.	Hist.205A Ed.Psych.276A Maths.211 Music 200	Eng.240D Ed.Psych.276B Chem.250 Phys.Ed.218E	Hist.205A Ed.Psych.276A Maths.211 Music 200	Eng.240D Ed.Psych.276B Chem.250 Phys.Ed.218E	Hist.205A Ed.Psych.276A Maths.211 Music 200	Eng.240D Bus.202 Ed.Psych.276B Zoo 220 LabA Phys.200 LabA	10 35 LT 8 9 33 10 35
9:25-10:15 2.	Geo.201 Eng.240A Zoo.220A Phys.Ed.218B	Eng.288 French 200 German 200 Phys.Ed.228A Maths.111	Geo.201 Eng.240A Zoo 220A	Eng.288 French 200 German 200 Phys.Ed.228A Maths.111	Geo.201 Eng.240A Zoo 220A	Eng.288 French 200 German 200 Phys.200 LabA Zoo.220 Lab A	36 9 30 9 33 8 30 33 8
10:20-11:10 3.	Hist.205B Chem.230 Eng.240B	Chem.230S Ed.Psych.276C Phys.Ed.218A Maths.211L	Hist.205B Chem.230 Eng.240B Phys.Ed.228C	Maths.211L Ed.Psych.276C Phys.Ed.218A	Hist.205B Chem.230 Eng.240B Phys.Ed.228C	Ed.Psych.276C Geo.210 Zoo.220LA Phys.200LA	10 30 9 35 36
11:15-12:05 4.	Ed.Fdns.201B Botany 271 Physics 245	Geo.201L Maths.211L	Ed.Fdns.201B Botany 271 Physics 245	French 200L Maths.211L Phys.Ed.228B	Ed.Fdns.201B Botany 271 Physics 245	Soc.202	8 33 30 9
12:10-1:00 5.		Chem.230LB Geo.201L	Music 200		Chem.250		36
1:05 - 1:55 6.	Chem.230LA Botany 271L Hist.205AS Stats.265	Chem.230LB French 201	Chem.230LC Zoo.220LB French 201L Stats.265	Chem.250L Phys.245L Zoo.220LC French 201 Acct.200L	Hist.205BS Phys.200LB Stats.265 Chem.250LB		10 35 8 10
2:00-2:50 7.	Chem.230LA Botany 271L Acct.200 Eng.240C	Chem.230LB Music 200L Phys.Ed.218C Stats.265L	Chem.230LC Zoo.220LB French 201L Acct.200 Eng.240C	Chem.250L Phys.245L Zoo.220LC Phys.Ed.218C Acct.200L	Chem.250LB Phys.200LB Acct.200 Eng.240C French 201		10 9 8
2:55-3:45 8.	Chem.230LA Botany 271L Psych.202 Ed.Fdns.201C	Chem.230 LD Phys.Ed.228B Music 200L Stats.265L Geo.210	Chem.230LC Zoo.220LB Ed.Fdns.201C Psych.202	Chem.250L Phys.245L Zoo.220LC Phys.Ed.218B Geo.210	German 200L Phys.200LB Ed.Fdns.201C Psych.202 Chem.250LB		9 8 35
3:50-4:40 9.	Eng.240E Ed.Fdns.201A Economics 200 Maths.281	Bus.202 Soc.202 Stats.265L Chem.230LD	Eng.240E Ed.Fdns.201A Economics 200 Maths.281	Bus.202 Soc.202	Eng.240E Ed.Fdns.201A Economics 200 Maths.281		9 8 10 33 30 35
4:45:5:35 10.	Zoo.220B Physics 200	Chem.230LD	Zoo.220B Physics 200		Zoo.220B Physics 200		30 35

A RECOMMENDED PROCEDURE IN HIRING JUNIOR COLLEGE STAFF^a

1. Recruitment by administration of the junior college.
2. Selection by the president and the department head based on school policy. Screening is accomplished by consideration of such factors as:
 - (a) Personal interview or contact
 - (b) References
 - (c) Formal application and information
 - (d) Official transcripts
 - (e) Professional certificates
 - (f) Verification of experience record
 - (g) Reports on classroom work
 - (h) Medical report
 - (i) Miscellaneous factors--letters, age, special talents, personality, etc.
3. Recommendation by administration to the board of school.
4. Board's offer of a contract based on salary schedule.
5. Teacher acceptance of the contract.
6. Contract finalized by board and the school head.
7. Placement and orientation by administration.
8. Evaluation of teacher especially during probationary period.

It is to be noted that rejection can take place at any of the first five steps. Although staffing is becoming more and more a function of the administration, it is still true that boards hire and fire.

^aBased on procedure used by Camrose Lutheran College.

EACH DOT REPRESENTS 1000 PERSONS

EXCEPT:

Edmonton	-	337,000
Calgary	-	280,000
Lethbridge	-	36,000
Medicine Hat	-	25,000
Red Deer	-	20,000

Compiled from 1961 Census of Canada

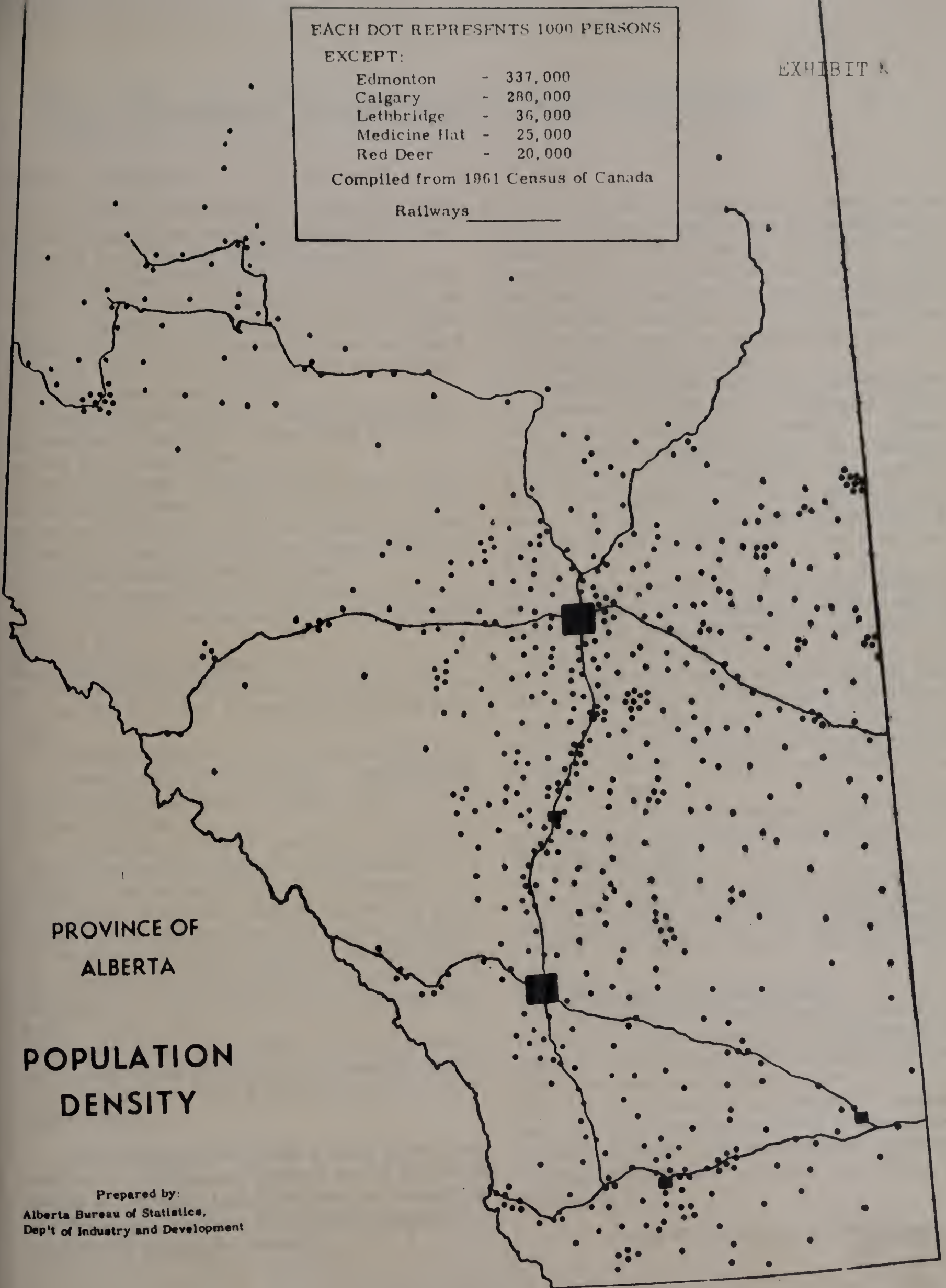
Railways _____

EXHIBIT A

PROVINCE OF
ALBERTA

POPULATION
DENSITY

Prepared by:
Alberta Bureau of Statistics,
Dep't of Industry and Development



The Bladen Commission Recommends . . . *

Selected recommendations *

1. That the Federal and Provincial Governments undertake to provide for the expansion of higher education in Canada on the scale of the Sheffield projection.
2. That the Federal Government initiate annual discussions with the Provincial Governments to review the adequacy of the federal contribution to the cost of higher education; but that federal support be in a form which avoids any invasion of the provincial right, and obligation, to direct and control such education.
3. That the Federal Government assign responsibility for co-ordination of assistance to universities from all its agencies to a Minister of the Crown.
4. That such Minister establish a small advisory committee mainly consisting of senior professors from various regions and disciplines, and appoint a senior civil servant as secretary of that Committee and as organizer of the proposed annual discussions with the provinces.
5. That the financial problems of the universities are so urgent that action to resolve them should be taken without delay. (p. 67)

■ To the Federal Government

A1. That the present per capita grants be raised to \$5 for the year 1965-66, and be increased by \$1 each year thereafter

That they continue to be paid to the universities that are at present eligible for such grants . . . , subject always to the special arrangements at present existing with the Province of Quebec.

That they be distributed according to a formula of weighted enrolment, the weights to be determined by each province for the universities within its boundaries.

A2. That a Capital Grants Fund be established into which be paid each year \$5 per head of the Canadian population.

That the total amount available to the universities in any province be the same proportion of the total Fund as the population of that province is of the Canadian population

A3. That the federal responsibility for financing research be recognized by a great increase in the grants for research to the universities, to their staff members and to their research students,

That all Federal Government research grants to universities . . . for operating expenses, and all fellowships tenable in a university (granted by these government bodies) should carry with them a 30 per cent supplement as an unconditional grant to the university.

That a general sustaining grant for research be paid to every university eligible for the per capita grants referred to above: that this grant be 10 per cent of the aggregate salaries of the full-time academic staff. (pp. 68-69)

A6. That the present income tax relief to parents of students attending universities be revised to provide more adequate relief for the lower income groups. (p. 69)

■ To the Provincial Governments

B1. That they adopt some method of determining university operating and capital grants as will permit more rational forward planning by the universities. . . . Further, that all provinces give serious thought to the advantage of determining the annual operating grants by use of a published formula relating to the size of the grant to the number of students in various categories weighted in accordance with the different cost per student in such categories,

B2. That they recognize the essential rôle of research in the university and make provision for adequate research facilities and in particular for the development of good research libraries. (pp. 69-70)

B4. That for the next decade, having in mind the magnitude of the expenditures and for the sake of social justice, they resist the popular pressure for the abolition of fees, and that they make their grants to the universities on the assumption that fees at about the present level will continue to be charged. . . .

B5. That they develop an adequate system of undergraduate student aid for residents of the province. (p. 70)

■ To the Universities

C1. That they recognize the need for co-ordination and co-operation between the universities in the interest of economy and efficiency, and that they take the initiative in presenting such plans to their provincial governments. (p. 71)

■ To Individual and Corporate Donors

D3. That private donors, while continuing to help with the provision of the basic requirements, be particularly concerned to provide for experimental ventures for the enrichment of the normal university programme.

D4. That all university graduates recognize the advantage they enjoy from the public investment in their education by giving regularly to their universities, or to university funds generally, on a scale of at least 1 per cent of their incomes. (p. 71)

23. Public junior colleges should admit all high school graduates and probably all of those over 18 years of age regardless of whether or not they have finished high school but with the understanding that curriculums are set up as far as possible to meet the needs of this wide variety of students as far as money and number of students will permit.

35

43

24. The buildings should be designed to house the program agreed upon and should not be so inflexible as to be a limiting influence on future services.

68

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25. There should be a well organized public relations program to get information out to the public and to receive information from the public.

42

0

The Community Junior College—Enfant Terrible of American Higher Education: A Bibliography of 225 Doctoral Research Dissertations

FRANKLIN PARKER

THE AMERICAN school ladder is a disjointed marriage of "something borrowed, something blue." The kindergarten came from Germany, the elementary school came from Prussia, the high school grew out of European models, the college came from England, and the graduate school came from the German university ideal. These schools were put one on top of the other, and an effort is still being made to connect them efficiently.

Inspired by, and themselves trained in, the German university ideal, the founders of the late nineteenth century American graduate school could find no competent institution from which to draw well-prepared university students, such as the German *gymnasium* provided. The junior college idea was originally conceived as a makeshift expedient to remake the high school into an effective six-year university preparatory institution. The junior college began as, and remains today, the stepchild of higher education, its uncertain baby, and its *enfant terrible*.

Shunted away from the lower rungs of the university proper, pushed off upon the

high school which did not want it, the precocious junior college has had to find its own reason for being. Its birth was uncertain, its early years tortuous, its youth rebellious, and its manhood vigorous. If one dates its actual birth from the founding of the still-existing Joliet (Illinois) Junior College in 1901, this unwanted sapling has in 60 years taken root in almost 700 schools and budded an enrollment of almost a million pupils. That is quite an accomplishment for an orphan.

One discerns three developing stages in the history of the junior college movement. The first stage was a long one, from about 1850 to 1920. It took some 70 years to accept the idea that the junior college was a proper separate academic institution to offer the first two years of approved baccalaureate programs. The four leaders of this phase of the movement were Henry A. Tappan, William Watts Folwell, William Rainey Harper, and David Starr Jordan, presidents respectively of the universities of Michigan, Minnesota, Chicago, and Stanford. Of the four, Harper was the most dynamic in the movement and the man who actually got permanent junior colleges going. It is interesting to note the evolving name given to the new infant: "Academic College" (c. 1880), "University College" (c. 1892), and finally "Junior College" (c. 1896).

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The second stage lasted a quarter of a century, from about 1920 to 1945. At least two junior college leaders during this phase urged general acceptance of an emerging trend, that of terminal and semi-professional functions. Dean Alexis F. Lange of the University of California wrote that the first concern of the junior college "is with those who will go no farther." President William H. Snyder of Los Angeles Junior (now City) College, in his first year (1929), immediately established 14 terminal semi-professional curricula. From 1920 onward the movement gained national direction through the establishment of the American Association of Junior Colleges, ably led for many years by Jesse P. Bogue.

The current stage which began about 1945 emphasized *community* junior colleges. Circumstances of World War II forced this emphasis upon the movement. As youth went into military service, junior college enrollments dropped. And, coincidentally, training for defense needs sprang up in tremendous variety. This was community-desired, community-served, and community-appreciated. When the din of battle softened, community adult service was as strong if not stronger than before. Junior colleges found that they had developed a tap root, one that promised to keep them in business.

But the evolving cycle has not yet run its course. The junior college, peculiarly American, is also the offspring of democracy. If its early founders saw it as a funnel through which to prepare an elite for republican leadership, the people in their common vision have taken it to serve the American dream. It is interesting to note that emerging countries of Asia and Africa are looking past their European-oriented

selective school systems to the junior college idea for achieving a broadly based intelligent citizenry. Are prophetic winds of change indicated by the fact that a major Western Comparative Education Conference held in 1961 paid special attention to the theme of adapting the junior college to Asian and African countries? These thoughts are but preface to the original research listing which follows.

The junior college faces a host of uncertainties. Just what is the American community junior college, its role, and its reason for being? Is it a capstone of secondary education, a feeder for higher education, the terminal point before productive labor, an on-going adult education venture—or is it all these things but in what proportion? Is it best fitted to be a one-, three- or four-year institution? Shall it be academic, vocational, pre-professional, semi-professional or all four and in what combination? Does it have a right to use tax money or is it best primarily private, sectarian or free of church control? Should it serve youth or adults or both and in what proportion? How should its teachers be prepared, who should administer it, and what should its programs encompass? Should it encourage the able student, meet mass needs, or serve specialized interests? Should its admission policy be unrestricted or selective or both?

The researchers whose doctoral dissertations are listed below have probed these questions and many more. Most have raised more questions than they have answered and provoked as much opposition as their theses convinced. It is hoped that this listing, incomplete and containing inevitable errors, will encourage and aid further research. One thing is certain: the junior college is controversial, but it is

here to stay. And it should be improved.

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203. Tapley, Earl Mays. "Preparation for Teaching General Education Courses in Junior Colleges." University of Chicago, 1955.
204. Thomas, Wade F., Jr. "An Investigation of Operational Relationships Between Vocational and Both University Transfer and General Education Programs in Public Junior Colleges." University of California (Los Angeles), 1956.
205. Trayford, Cyril. "A Study of the Effects of Curriculum-Related Out-of-School Experiences on Performance in Junior College." University of Chicago, 1957.
206. Tremonti, Joseph B. "The Status of Catholic Junior Colleges in the United States." Temple University, 1950.
207. Valade, William James Adrian. "A Study of the Origin, Development, and Trends of Selected Community Colleges of Michigan." Wayne State University, 1956.
208. Von Roeder, Herbert Spencer. "A Study of the Public Junior Colleges of Texas with Special Reference to the Curriculum." University of Texas, 1940.
209. Waitt, Russell Edson. "A Sociological Analysis and Interpretation of the Collegiate Center Project in Central New York, 1933-1937; An Emergency Experiment in Higher Education." University of Wisconsin, 1940.
210. Walker, Carl Eugene. "The Full-Time Teacher in Church-Related Junior Colleges in Kentucky." University of Denver, 1955.
211. Walker, Carl Eugene. "Provisions for Teacher Welfare Other Than Salary in Selected Non-Public Junior Colleges." University of Denver, 1959.
212. Warren, Fred. "An Investigation of Music in the Adult Education Program of the Public Junior College." University of California (Los Angeles), 1958.
213. Wattenbarger, James L. "The Organization, Administration and Financing of Public Junior Colleges in the State of Florida." University of Florida, 1950.
214. Weber, Cornelius. "A Proposed Approach for Evolving a Course in Remedial Instruction of Junior College Students with Deficiencies in Writing." University of California (Berkeley), 1953.
215. Wellborne, Walter LeRoy. "Professional Load of Instructors in Public Junior Co-

- leges, 1951-1952." University of Texas, 1952.
216. Werner, William F. "An Analysis of Academic Achievements of Veterans in a California Public Junior College." University of Southern California, 1948.
217. Wetzler, Wilson Frederick. "A Survey of the Philosophical, Administrative, and Organizational Practices and Relationships of Twenty-One Publicly Controlled Texas Junior Colleges to Secondary Education." University of Texas, 1943.
218. White, Kenneth Bernard. "The Expansion of the Educational Services of State Teachers Colleges by the Inclusion of a Junior College Program." New York University, 1940.
219. White, Talmadge Thayne. "The Relative Desirability of Two Types of Junior College Operation." North Texas State College, 1959.
220. Whitley, Thomas Y. "Problems of Former Texas Junior College Students Who Transferred to the University of Texas, September, 1950, and September, 1952." University of Texas, 1955.
221. Wilson, L. C. "The Role of Technical Education in the Program of the Mississippi Public Junior College." University of Mississippi, 1958.
222. Wilson, Robert. "A Study of Administrative Policies and Procedures in Washington Junior Colleges." Washington State University, 1958.
223. Wiser, Harry D. "A Junior College Program for Solano County." University of California (Berkeley), 1956.
224. Wolfson, Leo. "The Financing of California Public Junior Colleges." University of Southern California, 1955.
225. Wurtzel, Laura E. "An Investigation of Junior College Orientation Procedures." University of Nebraska, 1942.

Here's How They Work

GIRARD THOMPSON BRYANT

THE TRADITION of working one's way through college is still alive despite a steadily rising economy, an increasing number of scholarships, and a sizable list of families which consider college education a part of the family budget from the time their children are born. In addition, another phenomenon is the number of weak students barely making it through high school who become resolutely determined to work their way through college.

In this inconclusive study of 76 students working from 20 to 48 hours per week and carrying class loads in excess of ten hours, only those are included who requested special morning hours of class work. These 76 represent less than half of the working students out of a total co-educational enrollment of 1,592 day school students attending The Junior College of Kansas City, Missouri. No record of employment is kept for the one to two hundred others who work at some outside job for fixed remunerations but who make no claims on the school for special hours.

The 76 working students were checked for outside work load, kind of work, total class hours in college, and scholastic achievement at the end of the semester. While the sample included perhaps only one third of the total number of young men and women at work from September to January during the first semester of

1960-61, it is reasonable to assume that the conclusions drawn may be applied to the total student working population, notwithstanding a tendency to believe that those who did not ask for "Special Hours" permits may have found labor for remuneration no great obstacle in their quest for knowledge.

The average outside working load of these employed students was a little over 31 hours (31.6) per week. The median age was 20.6. Two students worked 48 hours per week, but they were permitted to take a ten-hour program because their work was of such a nature that they could study on their jobs. One young man was night attendant in a filling station; the other, night man for a mortuary.

Of the 76, 23 worked 40 hours per week or a full eight-hour day; 34 worked 30 to 36 hours; 19 worked 20 to 26 hours. None claimed to work less than 20 hours per week.

The kinds of jobs and income varied. Students earned from \$20 to \$130 a week. One man, the head of a family of four, was a highly skilled technician employed by the Bendix Corporation. A young woman was a self-employed piano teacher; a young man was "cat man" for his father's big bulldozers; another was a dance instructor for the Arthur Murray Studios; still another was a professional golf instructor.

The jobs followed no fixed pattern, and no single company employed more than two or three of the 76. An even dozen of

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Junior College Doctoral Dissertations— Supplementary List

WALTER CROSBY EELLS

THE *Junior College Journal* for December, 1961, contains an article by Franklin Parker consisting chiefly of a bibliography of 225 doctoral dissertations in the junior college field. His earliest entry is a dissertation written in 1932, although he does not claim that his list is complete either before or after that date.

As a matter of fact, more or less extensive data concerning 65 other doctoral dissertations dealing in whole or in part with the junior college have been published in the *Journal* or in other publications under the auspices of the American Association of Junior Colleges since 1930. Twenty-six of these dissertations were written in 1932 or earlier years and all of them before 1943. These data are widely scattered, however, and therefore it may be worthwhile now to publish this list of 65 additional dissertations supplementary to the 225 reported by Professor Parker.

The first extensive bibliography on the junior college was compiled by the writer in 1929 and 1930 at the request of the American Association of Junior Colleges, and published by the United States Office of Education.¹ It contained 1,600 anno-

¹ Walter Crosby Eells, *Bibliography on Junior Colleges* (Washington, D.C.: U.S. Government Printing Office, 1930).

WALTER CROSBY EELLS is a Consultant in the U.S. Office of Education, Washington, D.C.

tated references, including data on 12 doctoral dissertations and 61 master's theses written before 1931. This bibliography was continued in the monthly issues of the *Junior College Journal* during its first 15 volumes, comprising a total of 5,362 references. These included many doctoral dissertations as they appeared at various universities. Many of these dissertations are also included, with rather extensive annotations or abstracts in the first Terminal Education Monograph published in 1941.²

The first doctoral dissertation dealing comprehensively with the junior college movement was written by F. M. McDowell at the State University of Iowa in 1918. The present list, added to that of Professor Parker, gives brief information concerning 290 doctoral dissertations in the junior college field which have appeared since 1918.

1. Adams, Harlen M. "The Junior College Library Program: A Study of Library Service in Relation to Instructional Procedures." Stanford University, 1938.
2. Bennett, Guy Vernon. "Public Administration of Vocational Education of Junior College Grade." University of California, 1925.
3. Bennett, Margaret E. "An Evaluation of an Orientation or Group Guidance Program in a Four-Year Junior College." Stanford University, 1937.

² Lois E. Engleman and Walter Crosby Eells, *The Literature of Junior College Terminal Education* (Washington, D.C.: American Association of Junior Colleges, 1941).

4. Bernard, Harold. "The Content of Social Science Survey Courses in the Junior College." Northwestern University, 1938.

5. Boyce, William T. "An Evaluation of Educational Opportunities for Youth of College Age in Orange County, California." University of Southern California, 1940. (Considers need for additional junior college in Orange County and other junior college matters).

6. Brown, Dorph Harrison. "Recent Curricular Trends in the Junior College, with Emphasis on Theory and Practice." University of Colorado, 1939.

7. Campbell, Doak S. "A Critical Study of the Stated Purposes of the Junior College." George Peabody College for Teachers, 1930.

8. Chamberlain, Leo Martain. "The Housing of Thirty Public Junior Colleges of the Middle West and Tentative Standards and Principles Relating to Buildings, Equipment, and Associated Administrative Problems." Indiana University, 1930.

9. Christensen, Alfred. "The Organization and Administrative Control of the Public Junior College." Northwestern University, 1931.

10. Colvert, Clyde C. "The Public Junior College Curriculum: An Analysis." George Peabody College for Teachers, 1937.

11. Congdon, Wray H. "Tendencies as to the Scholastic Success of Junior College Transfers at the University of Michigan." University of Michigan, 1929.

12. Fisk, McKee. "The Regional Junior College: Its Community Aspects as Typified by Southern Orange County, California." Yale University, 1936.

13. Fuller, William D. "An Investigation of Some Problems of Administration Confronting the Public Junior Colleges of California." University of Washington, 1927.

14. Gager, William Atkins. "Terminal Busi-

- ness Mathematics in the Junior College." George Peabody College for Teachers, 1940.

15. Galloway, Oscar F. "Higher Education for Negroes in Kentucky." University of Kentucky, 1932. (Covers four institutions, three of them junior colleges).

16. Garrison, Lloyd A. "Junior College Teachers: Their Academic and Professional Education." Yale University, 1940.

17. Graham, Jessie. "The Evolution of Business Education in the United States and Its Implications for Business-Teacher Education." University of Southern California, 1933. (Includes junior colleges).

18. Hale, Wyatt Walker. "Assimilation, Success, and Attitude of Junior College Graduates in Higher Institutions." Stanford University, 1932.

19. Hannelly, Robert J. "The Mathematics Program in the Junior College." University of Colorado, 1939.

20. Harbeson, John Wesley. "A Critical Study of the Practice of Classifying Junior College Students into Separate Certificate and Diploma Groupings." University of Southern California, 1931.

21. Hardesty, Cecil D. "Problems and Practices in Housing the Junior College Program in California." University of Southern California, 1933.

22. Hardin, Robert A. "A Study of the Maturity of High School Seniors, Junior College and University Students, as Measured by the Ohio State University Psychological Test and the Pressey Interest-Attitude Test." University of Nebraska, 1935.

23. Hieronymus, William P. "The Educational and Vocational Plans of Junior College Students with Special Reference to the Curriculum." University of Nebraska, 1934.

24. Hilton, Eugene. "Determination of Books for Collateral Reading Required in Basic Junior College Courses." University of California, 1929.

35. Hilton, Eunice. "The Dean of Women in the Public Junior College." Syracuse University, 1934.
36. Love, Malcolm A. "The Iowa Public Junior College: Its Academic, Social, and Vocational Effectiveness." State University of Iowa, 1938.
37. McDowell, F. M. "The Junior College: A Study of Its Origin, Development, and Status in the United States." State University of Iowa, 1918.
38. Mead, J. F. "The Effective and Ineffective Junior College Teacher." Colorado State College of Education, 1940.
39. Mehrens, Harold E. "English Composition in the General College." University of Southern California, 1940. (Based on study of several hundred institutions including many junior colleges).
40. Merkel, Russel Stoneman. "Factors That Affect the Establishment of Junior Colleges, with Special Reference to Illinois." Indiana University, 1938.
41. Meyer, Clarence Emil. "The Public Junior Colleges in the North Central Association." University of North Dakota, 1939.
42. Mileham, Hazel B. "The Junior College in Missouri: A History and an Evaluation." Yale University, 1934.
43. Mohr, J. Paul. "Arithmetic Disabilities of Junior College Students." University of California, 1941.
44. Moody, Wayland P. "The Financing of Public Junior Colleges in Texas." University of Texas, 1942.
45. Morris, John T. "Considerations in Establishing a Junior College." Teachers College, Columbia University, 1929.
46. Perry, Raymond C. "A Group Factor Analysis of the Adjustment Questionnaire." University of Southern California, 1934. (Based on tests of prospective entrants at Long Beach Junior College).
47. Radell, Neva Henrietta. "Accounting for the Individual and Family." A Textbook with Laboratory Problems." New York University, 1938. (Presents a method for record keeping by junior college students).
48. Johnson, Earl A. "Some Phases of Finance in the Support of Thirty Representative Public Junior Colleges in Six Central States of the United States." Indiana University, 1929.
49. Johnson, James R. "The Junior College Dean." University of Missouri, 1940.
50. Johnson, Roy Ivan. "English Expression: A Junior College Curriculum Study. University of Chicago, 1923.
51. Joyal, Arnold E. "Factors Relating to the Establishment and Maintenance of Junior Colleges, with Special Reference to California." University of California, 1931.
52. Kelley, Earl Lewis. "The Upward Extension of Vocational Business Education." University of Southern California, 1940. (Includes analysis of data from large number of junior colleges).
53. Leighton, Arthur Whiting. "The Place of the Junior College in Technical Education and in Relation to Engineering Education." Harvard University, 1932.
54. Lembke, Glenn Lloyd. "Study of a Four-Year Junior College, with Special Reference to the Curricular Program in Terms of Students' Interest and Needs." New York University, 1933.
55. Libby, Philip A. "A Personnel Study of Junior College Students." University of Southern California, 1935.
56. Limbert, Paul M. "Denominational Policies in the Support and Supervision of Higher Education." Teachers College, Columbia University, 1929. (Contains numerous references to denominational junior colleges).
57. Lounsbury, John L. "A Study of Curriculum Development at the Junior College Level in Relation to Social and Educational Change." University of Southern California, 1939.
58. Reid, Charles F. "Education in the Territories and Outlying Possessions." Teachers College, Columbia University, 1941. (Includes consideration of Canal Zone Junior College).
59. Schlauch, Gustav H. "A Study of Public Junior Colleges in Washington." University of Washington, 1932.
60. Schwiering, Oscar C. "Curricula Reorganization in the Lower Division of State Universities, with Special Application to the University of Wyoming." New York University, 1932.
61. Shambaugh, Charles Gilbert. "Issues Bearing upon the Demand for Teachers in California." Stanford University, 1929. (Considers need for junior college teachers and subjects to be taught by them).
62. Shields, Harold G. "A Study of Junior College Business Administration." Harvard University, 1934.
63. Summitt, William Knox. "The Location of Public Junior Colleges in Missouri." University of Missouri, 1933.
64. Taylor, Arthur S. "A Study of Certain Aspects of the Junior College Curriculum." University of Southern California, 1933.
65. Taylor, Ferdinand James. "Trends in the Non-Academic Courses and Curricula of the Public Junior Colleges." University of California, 1929.
66. Templin, Lucinda de Leftwich. "The Merits and Defects in the Higher Education of Women in Missouri." University of Missouri, 1927. (Devoted in large part to junior colleges).
67. Thomas, Frank Waters. "A Study of the Functions of the Public Junior Colleges and the Extent of Their Realization in California." Stanford University, 1926.
68. Turrell, Archie M. "Study Techniques and the Improvement of Scholarship." Stanford University, 1936. (Based on study of students at Pasadena Junior College).
69. Wahlquist, John T. "A Study of the Social, Economic, Professional, and Legal Status of the Junior College Instructor." University of Cincinnati, 1930.
70. Watson, Donald R. "Survey Courses in Physical Science: Their Status, Trends, and Evaluation." University of Southern California, 1940. (Based in part on visits to junior colleges in California and Arizona).
71. Webb, Paul Edward. "Interrelations of Size, Cost, and Curriculum in Junior Colleges." Yale University, 1934.
72. Weitzel, Henry Irving. "The Curriculum Classification of Junior College Students." University of Southern California, 1933.
73. Whytock, Norman R. "Achievement and Remediation of Entering Junior College Freshmen in Certain Fundamental Processes Related to the Study of English." University of Southern California, 1932.
74. Wilson, Theodore Halbert. "The Four-Year Junior College." Harvard University, 1935.
75. Young, William L. "The Junior College Movement in Relation to Higher Education in Ohio." Ohio State University, 1930.

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GOVERNMENT OF THE PROVINCE OF ALBERTA

THE PUBLIC JUNIOR COLLEGES ACT

being chapter 64 of the Statutes of Alberta, 1958, with
amendments up to and including 1965

OFFICE CONSOLIDATION

DEPARTMENT OF EDUCATION

NOTE

All persons making use of this consolidation are reminded that it has no legislative sanction; that the amendments have been embodied only for convenience of reference, and that the original Acts should be consulted for all purposes of interpreting and applying the law.

1958

CHAPTER 64

An Act to provide for the Establishment of Public Junior Colleges

(Assented to April 14, 1958)

HER MAJESTY, by and with the advice and consent of the Legislative Assembly of the Province of Alberta, enacts as follows:

Short title **1.** This Act may be cited as "*The Public Junior Colleges Act*". [1958, c. 64, s. 1]

Interpretation

Interpre-
tation
"college
board"
"junior
college"
"Minister"
"school
board"
"school
division"

2. In this Act,
(a) "college board" means the board of trustees of a junior college incorporated pursuant to this Act;
(b) "junior college" means a junior college established pursuant to this Act;
(c) "Minister" means the Minister of Education;
(d) "school board" means
 (i) the board of trustees of a school district established pursuant to *The School Act* and not included in a school division,
 (ii) the board of trustees of a school division established pursuant to *The School Act*, and
 (iii) the school committee of a county established pursuant to *The County Act*;
(e) "school division" includes a county established pursuant to *The County Act*.

[1958, c. 64, s. 2; 1959, c. 67, s. 2]

Establishment of Junior Colleges

Establish-
ment

3. Junior colleges may be established and operated pursuant to this Act for the purpose of teaching
(a) subjects of university level not higher than the level commonly accepted for the first year beyond University of Alberta matriculation in a course leading to a bachelor's degree,
(b) with the approval of the University of Alberta, subjects in a course of study for a year other than the first year beyond University of Alberta matriculation, and

- (c) other subjects of a general or vocational nature not provided in the high school curriculum of the Province.

[1958, c. 64, s. 3; 1959, c. 67, s. 3; 1964, c. 73, s. 2]

Establish-
ment by
school board

4. (1) A school board may establish and maintain a junior college within the area of the school district or school division as the case may be.

(2) A school board may enter into an agreement with other school boards for the establishment and maintenance of a junior college to service the areas of the school districts or school divisions joining together to establish a junior college.

[1958, c. 64, s. 4; 1959, c. 67, s. 4]

Consent to
establish-
ment

5. (1) No junior college may be established unless

(a) the Minister has given his consent thereto, and

(b) the Board of Governors of the University of Alberta has approved, in writing, the affiliation of the junior college with the University.

(2) The approval of the Board of Governors may be made subject to the fulfilling of specified conditions.

[1958, c. 64, s. 5]

Junior
college

6. (1) Where a school board proposes to establish and maintain a junior college without entering into an agreement with other school boards, it may establish a junior college upon receipt of the consent and approval required under section 5.

(2) Upon establishing a junior college under subsection (1), a school board has all the powers and duties of a college board, in so far as these may be necessary and applicable, and may establish, maintain and operate the junior college as a charge against the revenues of the school board.

(3) The school board shall include in its annual budget, but as a separate part thereof, a statement showing the estimated expenditures necessary to maintain and operate the junior college.

(4) The school board shall in its annual financial statement, but as a separate part thereof, show the expenditures made to maintain and operate the junior college.

(5) A junior college may bear such name as may be approved by the Minister, but the name shall include the words "Junior College".

[1958, c. 64, s. 6]

Provisional
college
board

7. (1) A school board proposing the establishment and operation of a junior college in association with another school board or boards shall

(a) appoint two members of its own, and

(b) invite the other board or boards to each appoint one member,

and when the other board or one of the other boards appoints its member a provisional college board is constituted consisting of those three members and the other members, if any, subsequently appointed.

(1a) The school board proposing the junior college shall supply a secretary to the provisional college board.

(1b) The provisional college board shall

(a) elect a chairman from its members,

(b) make a study of all matters bearing upon the need and feasibility of the proposed junior college,

(c) if it is agreed as to the need and feasibility of the proposed junior college, apply for the consent and approval referred to in section 5,

(d) if the consent and approval under section 5 are granted, negotiate and arrange for the execution of an agreement between the participating school boards for the operation of the proposed junior college, and

(e) when the agreement is executed, apply for incorporation of the proposed junior college.

(2) The application for incorporation shall be submitted to the Minister and shall contain

(a) a copy of the approval of the Board of Governors of the University of Alberta,

(b) a copy of any agreements entered into in respect of the proposed junior college, and

(c) the names of the persons nominated by the participating and sponsoring school boards to represent them on the first board of trustees of the proposed junior college.

(3) The application for incorporation shall specify the location where the proposed junior college building, if any, will be constructed, or the location and nature of the facilities proposed to be used for the purposes of the junior college. [1958, c. 64, s. 7; 1959, c. 67, s. 5; 1964, c. 73, s. 3]

Incorporation

8. (1) Upon receipt of the application the Minister shall satisfy himself that the establishment of the junior college in and for the area to be served by the proposed junior college corporation is in the public interest, and may negotiate such alterations in the plan proposed by any agreements entered into by the applying school boards in respect of the proposed junior college as he may deem necessary.

(2) When the plan of the proposed junior college meets with the approval of the Minister, the plan may be referred to the Lieutenant Governor in Council for an order incorporating the junior college.

(3) The order incorporating a junior college

(a) shall establish the persons nominated and such others as may be appointed from time to time pur-

suant to the by-laws of the corporation as a body corporate,

- (b) may empower the corporation to lease, purchase and hold and alienate real property,
- (c) shall empower the corporation to borrow money by the issue of debentures, bonds or promissory notes or by such other means or any of them as may be set out in the order, but subject to any requirements in respect thereof specified in the order,
- (d) shall set forth the objects and purposes of the corporation, prescribe its name, which shall contain the words "Junior College", and an official seal therefor,
- (e) shall prescribe the service area of the corporation and the location of its buildings and offices,
- (f) shall fix the amount to be paid to the college board by each of the sponsoring school boards for the first and second year in which the college operates,
- (g) may authorize the corporation to make by-laws or may prescribe that the model by-laws apply to and shall be the by-laws of the corporation,
- (h) may vest the corporation with such other powers, authorities and functions as may be deemed necessary for its purposes.

(4) From and after the making of the order in council relating thereto, the persons named therein and their successors and others appointed to the board of the corporation from time to time are and become a corporation with all the powers and subject to all the liabilities set out in the order.

[1958, c. 64, s. 8; 1959, c. 67, s. 6]

Order join-
ing school
board

9. (1) A school board desiring to join in the operation of an existing junior college corporation and the college board may enter into an agreement for that purpose and may submit the agreement to the Minister for his approval.

(2) The Minister may negotiate any changes in the agreement that he deems advisable and when the agreement meets with his approval he may refer it to the Lieutenant Governor in Council for an order joining the school board.

(3) The order shall

- (a) add the person nominated by the school board to the college board,
- (b) extend the service area of the junior college to include the area of the school district or the school division, as the case may be,
- (c) fix the amount to be paid annually by the school board to the college board, and
- (d) make any adjustments necessary in the amounts of the payments made by the other school boards participating in the operation of the junior college.

[1958, c. 64, s. 9; 1959, c. 67, s. 6]

10. Repealed.

[1959, c. 67, s. 6]

TrusteesCollege
board
members**11.** (1) A college board shall consist of the following members:

- (a) two members appointed by the school board which proposed the junior college;
- (b) one member for each of the other participating school boards other than the separate school boards to which clause (c) applies;
- (c) with respect to each school division that participates in the junior college, one member representing all of the participating school boards of separate school districts within the lands comprising the school division and elected pursuant to subsection (2).

(2) A member referred to in clause (c) of subsection (1) shall be elected in the following manner:

- (a) when a vacancy exists or will exist upon the effective date of the resignation of the incumbent member, the secretary of the college board shall give not less than thirty days' notice in writing to the school boards of all the separate school districts to be represented by the member of the time and place fixed by the college board for the election of the member;
- (b) each school board is entitled to appoint one delegate to represent it at the election;
- (c) the appointed delegates present at the time and place fixed for the election shall, by majority vote, elect the member to fill the vacancy.

(3) No person shall be a member of a college board who is not eligible to serve as a member of the school board for the school division or school district he represents.

[1958, c. 64, s. 11; 1963, c. 47, s. 2; 1964, c. 73, s. 4]

Term of
office**12.** (1) A member of the college board appointed by a school board shall hold office at the pleasure of the board appointing him but not for a term of more than three years, and on the expiration of any three year term he is eligible for re-appointment.

(2) A member referred to in clause (c) of subsection (1) of section 11 shall hold office for a term of three years from the time of his election, and at the expiration of any three year term he is eligible for re-election.

[1958, c. 64, s. 12; 1964, c. 73, s. 4]

Resigna-
tions**13.** (1) A member of a college board may resign therefrom by sending to the college board, and in the case of an appointed member, to the school board which appointed him, a written notice stating the date on which the resignation is to be effective.

(2) The resignation becomes effective on the date given in the notice, whether or not a successor has been appointed or elected.

(3) Upon receipt of a notice of resignation given by an appointed member, the school board shall appoint another member to the college board to succeed the resigning member.

(4) A notice of resignation shall allow at least one month between the date of the notice and the effective date thereof unless illness or other urgent consideration is involved

[1958, c. 64, s. 13; 1964, c. 73, s. 4]

Replace-
ment

14. (1) Where a member of a college board leaves the school division or school district that he represents, or becomes mentally incapacitated, or dies, the school board appointing him shall as soon as possible appoint another member to replace the absent, incapacitated, or deceased member on the college board.

(2) Where a school board desires to replace a member appointed by it by another person the board shall advise the college board by written notice of the removal of the first member and the appointment of another and shall state the date when the appointment of the new member is to become effective.

[1958, c. 64, s. 14]

Organization of Board of Trustees

First board
meeting

15. The first meeting of the trustees of a junior college shall be held within sixty days of the establishment of the junior college, at such time and place as may be determined by any three trustees, and any remaining trustees shall be given at least two days' clear notice in writing of the time and place of meeting.

[1958, c. 64, s. 15]

Organiza-
tion meeting

16. An organization meeting of the college board shall be held within the month of January in each year, at such time and place as shall be fixed by resolution of the board.

[1958, c. 64, s. 16]

Personnel

17. (1) The first meeting and every organization meeting of the college board shall appoint a chairman and a deputy chairman, who shall be members of the board, and a secretary and a treasurer or secretary-treasurer.

(2) In the absence of the chairman or in case of his inability to perform the duties of his office, or in case of a vacancy in the office, the deputy chairman shall exercise the powers of the chairman.

(3) In the absence of the secretary, treasurer or secretary-treasurer, or in the case of the inability of an official to perform his duties or in case of a vacancy in the office, the college board may appoint an acting secretary, acting treasurer or acting secretary-treasurer, as the case may be.

(4) A person appointed an acting official under subsection (3) has, while he so acts, all the powers and shall perform all the duties of the secretary, treasurer or secretary-treasurer, as the case may require. [1958, c. 64, s. 17]

**Term of
office**

18. (1) The chairman and deputy chairman appointed at the first meeting shall hold office until the date of the next following organization meeting of the college board, and each of their successors shall hold office for a period of one year.

(2) Upon the expiration of his term of office, a chairman or deputy chairman may be reappointed to the office.

[1958, c. 64, s. 18]

Idem

19. A secretary, treasurer or secretary-treasurer holds office during the pleasure of the college board.

[1958, c. 64, s. 19]

Quorum

20. A majority of the college board constitutes a quorum.

[1958, c. 64, s. 20]

Voting

21. At meetings of the college board questions shall be decided by a majority of votes, and the chairman or presiding officer may vote on the questions, but in the case of an equality of votes on any question the question shall be decided in the negative.

[1958, c. 64, s. 21]

**Business
procedure**

22. All questions shall be submitted to the college board on the motion of the chairman or any other trustee and no seconder shall be required.

[1958, c. 64, s. 22]

**Validity of
proceedings**

23. No act or proceeding of a college board that is not adopted at a regular or special meeting at which a quorum is present is valid or binding.

[1958, c. 64, s. 23]

**Public
meetings**

24. The meetings of a college board shall be open to the public but no one may participate in the discussions of the board without its approval.

[1958, c. 64, s. 24]

**Duties of
college
board**

25. The college board shall:

- (a) fix the times and places of its meetings and the mode of calling and conducting its regular and special meetings;
- (b) make provision for the keeping of a full and accurate record of its proceedings, transactions and finances;
- (c) purchase, rent or otherwise acquire grounds, buildings and other property necessary for the uses of the junior college;
- (d) build, add to, repair, alter or otherwise improve the college building or other buildings required for college purposes, and ensure that the grounds and premises are duly protected and kept in a proper sanitary condition;

- (e) provide from time to time as required suitable furniture, equipment and apparatus;
 - (f) give the necessary orders upon the treasurer for the payment of accounts against the college board;
 - (g) prepare and transmit to the Department of Education and to the school boards sponsoring the junior college such annual, term and other reports and returns as are from time to time required by the Minister;
 - (h) ensure that the junior college is conducted according to the provisions of this Act and the regulations;
 - (i) determine the general policies with respect to the organization, administration, operation and courses of instruction of the junior college;
 - (j) assume the entire financial responsibility for the operation of the junior college, from the funds provided.
- [1958, c. 64, s. 25]

Director

26. (1) The college board shall appoint a director of the junior college, who shall be known by such title as the board may determine and who shall hold office during the pleasure of the board.

(2) The college board may delegate to the director and other officials such powers and duties as may be deemed necessary.

[1958, c. 64, s. 26]

Audit

27. (1) The college board shall, at its first meeting in each year or within two months thereafter, appoint one or more auditors to audit the books and accounts of the college.

(2) An incorporated company or partnership may be appointed as auditor.

(3) No one shall be appointed auditor who is then, or who during the preceding year was, a member of the college board, or who is or was treasurer or secretary-treasurer, or who has, or had during the preceding year, directly or indirectly, alone or with any other person, a share or interest in any contract or employment, otherwise than as auditor, with or on behalf of the college board.

[1958, c. 64, s. 27]

Duties and salaries

28. Subject to the other provisions of this Act, the college board may appoint and remove such officers and servants as it deems expedient and may fix their salaries and prescribe their duties.

[1958, c. 64, s. 28]

Bonding of treasurer

29. (1) The college board may require the treasurer to furnish a guarantee bond from any guarantee company authorized to do business in Alberta, for such amount as the board deems sufficient to cover any moneys for which the treasurer may at any time be responsible.

Banking

(2) The college board shall require that all funds of the junior college be kept in a chartered bank or branch of the

Treasury Department and be paid by cheques signed by the treasurer and chairman of the board or such other member as may be designated by the board. [1958, c. 64, s. 29]

Finance

Revenues

30. The revenues of a college board shall be derived from

- (a) grants that may from time to time be made available to it by the Government of Canada or by the Government of the Province,
- (b) gifts or grants of lands, moneys or securities from any source,
- (c) tuition fees paid by or on behalf of students attending the junior college or taking instruction or courses therefrom, and
- (d) payments made to the junior college by the school boards sponsoring the college and made pursuant to section 31. [1958, c. 64, s. 30]

Financing

31. (1) The school boards that are sponsoring the operation of the junior college shall pay annually to the college board for the first and second year in which the college operates such sums as are set out in the order incorporating the junior college.

(2) In the third and subsequent years of the operation of the junior college, the school boards that are sponsoring the operation of the junior college shall pay in quarterly instalments to the college board such sums as may be determined in accordance with a formula approved by the Lieutenant Governor in Council that may be prepared from time to time by the college board.

[1958, c. 64, s. 31; 1959, c. 67, s. 7]

Annual budget

32. (1) In each year a college board shall adopt an annual budget for the college and a copy of the annual budget shall be submitted to the Minister.

(2) Except in the year in which the junior college is established, the annual budget shall be adopted and submitted to the Minister before the thirty-first day of January.

(3) Upon the adoption of the budget each participating school board shall be supplied with a copy together with a statement showing the sum that it is required to pay towards the support of the college for that year.

[1958, c. 64, s. 32]

Debenture borrowing

32a. (1) Subject to this section, sections 235 to 280 of *The School Act* apply *mutatis mutandis* to debenture borrowing by a college board as if the college board was the board of a school division and the service area of the junior college was a school division.

(2) The notice required by section 237 of *The School Act* shall be given by printing the notice in at least two issues of each weekly and daily newspaper published within the service area of the college.

(3) A demand for a poll pursuant to section 239 shall be signed by twenty-five proprietary electors of each of at least half of the districts and divisions comprising the junior college service area.

(4) For the purposes of conducting the poll as provided in sections 243 to 255 the secretary-treasurer of each district or division constituting the service area of the junior college, or such other person as the board of the district or division may appoint,

(a) shall, with respect to the district or division, act as the agent of the returning officer and under the direction of the returning officer perform all those acts which the returning officer is required to perform, and

(b) shall deliver, or transmit by registered mail, to the returning officer, the statements and parcel, pertaining to his district or division, referred to in section 253 of *The School Act*.

(5) The college board shall pay to the district or division any costs incurred by the district or division in conducting the poll.

(6) For the purposes of *The Alberta Municipal Financing Corporation Act*, a junior college incorporated under this Act shall be deemed to be a school division.

[1959, c. 67, s. 8; 1960, c. 81, s. 1]

Tuition fees **33.** All students attending at or taking instruction or courses from the junior college shall pay such tuition fees and charges as may be fixed from time to time by the college board. [1958, c. 64, s. 33]

Admission of Students

Courses of study **34.** A college board shall, so far as it is within the power of the board, provide

(a) courses of study for students who require one year of university training beyond University of Alberta matriculation,

(b) day courses of a general or vocational nature,

(c) evening courses of an academic, vocational, cultural or practical nature, and

(d) short courses or institutes to meet the needs of special interest groups. [1958, c. 64, s. 34]

Admission requirements

35. (1) Students desiring to attend a junior college for university courses shall be required to meet such admission requirements as may be prescribed by the University of Alberta.

(2) All other students and persons desiring to take instruction or courses at a junior college may be permitted to attend the college or take instruction or courses therefrom subject to such rules as may be made in respect thereof by the college board. [1958, c. 64, s. 35]

Curriculum
committee

36. A college board may appoint a curriculum committee comprised of persons, whether members of the board or not, to advise the board with respect to the courses to be offered by the college. [1958, c. 64, s. 36]

Instructional Staff

Instructors

37. (1) A college board may engage instructors of university courses, whether full-time or part-time, but each instructor shall first be approved by the University of Alberta.

(2) A college board may engage instructors for courses other than university courses, whether full-time or part-time.

(3) A college board may terminate the engagement of an instructor by the giving of thirty days' notice but the engagement of an instructor teaching university courses shall not be terminated on any date other than August thirty-first in any year without the approval of the Minister. [1958, c. 64, s. 37]

Teachers

38. (1) Every instructor employed by a school board or by a college board, who is a teacher in possession of a valid teaching certificate issued by the Minister and who teaches in a junior college, or jointly in a junior college and in a school under the jurisdiction of a school board, is, subject to the provisions thereof, a teacher for the purposes of *The Teaching Profession Act* and of *The Teachers' Retirement Fund Act*, and no instructor who does not possess such certificate is a teacher for the purposes of the said Acts.

(2) A junior college instructor who is a member of the Alberta Teachers' Association and employed by a school board shall be a member of the staff of the school board for the purposes of section 358 of *The School Act* in respect of that portion of his employment that relates to instruction for the school board, whether junior college instruction or otherwise.

(3) A junior college instructor who is a member of the Alberta Teachers' Association and employed by a college board shall be a member of the staff of the college board and may negotiate salaries with the college board in the same manner as is provided in section 358 of *The School Act* with respect to a school board and its teachers.

(4) A junior college instructor who is not a member of the Alberta Teachers' Association shall receive such salary as may be agreed upon between the college board and himself.

(5) A college board may, from time to time, in consultation with the instructional staff or its representatives, make regulations governing teaching responsibilities, vacations, leaves of absence, sick leave and other matters relating to the employment of the instructors of the college.

[1958, c. 64, s. 38]

General

Adminis-
tration

39. (1) A college board may, by an agreement approved by the Minister, enter into an agreement with the school board of the school division or school district within which the junior college is situate making provision for the operation and administration of the junior college by the school board on behalf of the college board for a period not exceeding five years.

(2) Where in the opinion of the Minister an extension of an agreement under subsection (1) is desirable, the agreement for the operation and administration of the junior college by a school division or school district may be extended for further periods not exceeding five years at a time.

[1958, c. 64, s. 39]

Withdrawal
of school
board

40. (1) A school board that wishes to withdraw its support from an existing junior college and establish and maintain its own junior college pursuant to subsection (1) of section 4, may submit an application to the Minister for an order terminating its participation in the existing college.

(2) Where the Minister is satisfied that the school board

(a) has complied with the requirements of section 5, and

(b) will establish and maintain its own junior college in accordance with this Act,

the Lieutenant Governor in Council shall, by order, terminate the participation of the school board in the operation of the existing junior college.

(3) Where it is deemed advisable or in the public interest, the Lieutenant Governor in Council upon the recommendation of the Minister may, by order, terminate the participation of any school board in the operation of a junior college.

(4) An order under subsection (2) or (3) shall, as of the date set forth in the order

(a) terminate the representation of the school board on the college board,

(b) remove the area of the school district or school division from the service area of the junior college, and

(c) make any adjustments necessary in the amounts of the payments made by the other school boards participating in the operation of the junior college,

and may determine the settlement of assets and liabilities between the school board and the junior college, including responsibility of the school board for the repayment of debenture indebtedness incurred while the school board was participating in the operation of the junior college.

[1958, c. 64, s. 40; 1959, c. 67, s. 9]

**Request for
dissolution**

41. (1) A school board may, by notice to the Minister and to the other school boards represented on the college board, request the dissolution of the junior college corporation.

(2) Where the Minister is satisfied that the dissolution of a junior college corporation is in the public interest, the Minister may recommend to the Lieutenant Governor in Council that the corporation be dissolved.

(3) The Lieutenant Governor in Council, by order, may declare that on and after a day named in the order the junior college corporation is dissolved and thereupon the college board ceases to have any of the rights, powers and privileges vested in it by this Act.

(4) In the case of a junior college having debenture indebtedness the order dissolving the corporation may provide for the repayment of the debenture indebtedness by the school boards and fix the proportionate liability of each school board.

[1958, c. 64, s. 41; 1959, c. 67, s. 9]

Liquidator

42. (1) Upon the dissolution of the junior college, the Minister may appoint one or more persons to adjust and settle the assets and liabilities of the junior college and may fix his or their remuneration.

(2) The persons appointed may sell and dispose of all the assets and property of the junior college and apply the proceeds so far as they will extend,

(a) firstly, in payment of the liabilities of the junior college, and

(b) secondly, in payment of their remuneration.

(3) If the amount realized is insufficient to pay and satisfy the liabilities of the junior college and their remuneration, the persons appointed shall requisition the school boards participating in the operation of the junior college at the date of dissolution for such sums of money as may be required to pay and satisfy any indebtedness remaining unpaid and all expenses connected therewith.

(4) The sum a school board is liable to pay pursuant to subsection (3) shall be in the same proportion as the annual payments made by it in accordance with the formula last approved by the Lieutenant Governor in Council under section 31.

[1958, c. 64, s. 42]

Surplus

43. Where any surplus remains after the payment of all liabilities of a dissolved junior college and the expenses

and remuneration of the persons appointed to adjust and settle its assets and liabilities, the surplus shall be divided among the school boards participating in the operation of the junior college at the date of dissolution in the same proportion as the annual payments were made by the board in accordance with a formula last approved by the Lieutenant Governor in Council under section 31.

[1958, c. 64, s. 43]

Pensions.

44. A college board may

- (a) provide for the payment of a gratuity or annual allowance to any employee, other than an instructor who was a teacher within the meaning of subsection (1) of section 38, on retirement on account of age, or
- (b) contribute annually to a retirement plan, a sum not to exceed that which would have been payable to the Teachers' Retirement Fund by the employee had the employee been a teacher within the meaning of subsection (1) of section 38. [1958, c. 64, s. 44]

Regulations

45. The Lieutenant Governor in Council may

- (a) make regulations, not inconsistent with this or any other Act, governing the conducting and operation of junior colleges, and
- (a1) prescribe model by-laws for junior college corporations, and
- (b) make necessary orders concerning any matters that arise and for which no provision exists in this or any other Act in respect thereof.

[1958, c. 64, s. 45; 1959, c. 67, s. 10]

Lethbridge
Junior
College

46. (1) The Lethbridge Junior College heretofore established pursuant to *The School Act* shall be deemed to have been established pursuant to this Act and the Board of Trustees of Lethbridge Junior College, upon the coming into effect of this Act, shall be a college board within the meaning of this Act.

(2) The Lieutenant Governor in Council may issue an order under section 8 in respect of the Lethbridge Junior College establishing a service area for the college and giving the college such other rights, powers and duties as may be vested in or imposed upon a junior college incorporated pursuant to this Act. [1958, c. 64, s. 46; 1959, c. 67, s. 11]

Coming
into force

47. This Act comes into force on the day upon which it is assented to. [1958, c. 64, s. 47]

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PUBLIC JUNIOR COLLEGES ACT

1958, c. 64

Also referred to in Local Authorities Board Act; School Buildings Act; School Grants Act; Students Assistance Act, 1959; University and College Assistance Act

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1964

CHAPTER 102

**An Act to Authorize Assistance to the University of
Alberta and to Junior Colleges**

(Assented to April 15, 1964)

HER MAJESTY, by and with the advice and consent of
the Legislative Assembly of the Province of Alberta,
enacts as follows:

Short title

1. This Act may be cited as "*The University and College Assistance Act*".

Interpre-
tation
"full-time
student"

2. In this Act,

(a) "full-time student" means

(i) an undergraduate student who is registered for courses constituting a normal full-year's program as defined for fee assessment purposes, and

(ii) a graduate student who is registered for a program of studies equivalent in courses and research to not less than three full graduate courses;

"private
junior
college"

(b) "private junior college" means a college other than a public junior college, situated within the Province, which is in affiliation with the University of Alberta and which offers instruction to twenty-five or more full-time students in courses for which credit is given by the University of Alberta towards a degree;

"public
junior
college"

(c) "public junior college" means a junior college established pursuant to *The Public Junior Colleges Act*;

"University"

(d) "University" means the University of Alberta;

"year"

(e) "year" means a period commencing on the first day of April and ending on the thirty-first day of March, next following.

PART 1

ASSISTANCE TO THE UNIVERSITY

Annual
payment to
University

3. (1) Subject to the provision of funds therefor by the Legislature, there shall be paid to the University in each

year for the support of the current budget of the University a sum to be determined pursuant to Part A of the Schedule.

(2) Payment may be made in instalments at such times during the year and in such manner as may be determined by the Provincial Treasurer.

University
Capital
Development
Committee

4. (1) There is hereby established a University Capital Development Committee to be comprised of six persons, three of whom shall be named by the Board of Governors of the University, and three by the Lieutenant Governor in Council.

(2) The Committee shall name its own chairman and the University shall provide such clerical and advisory assistance as the Committee requires.

(3) The Committee shall meet at least four times yearly, at the call of the chairman or of any two members thereof.

(4) The Committee shall from time to time review the needs of the University with respect to

- (a) new buildings,
- (b) alterations or additions to existing buildings,
- (c) the acquisition of land,
- (d) the furnishing and equipping of buildings,
- (e) landscaping, paving, and the provision of utilities services, and
- (f) other facilities of a capital nature.

(5) The Committee shall receive proposals from the Board of Governors and shall, after study, report its findings and recommendations with respect thereto to the University and to the Government.

(6) The Committee may, in consultation with the University, prepare and recommend to the University and the Government a plan or plans bearing on the subjects listed in subsection (4), extending over a period of years.

(7) The Lieutenant Governor in Council may approve expenditures for the purposes named in subsection (4) and, subject to the provision of funds by the Legislature, may either

- (a) make payments to, or on behalf of the University, at the time the expenditures are made, or
- (b) reimburse the University with respect to payments made by the University from year to year on account of money borrowed by way of debentures to cover such expenditures.

(8) The payments made to or on behalf of the University, or the obligations assumed on behalf of the University, pursuant to this section may be limited in total pursuant to regulations passed by the Committee and approved by the Lieutenant Governor in Council.

PART 2**ASSISTANCE TO PUBLIC JUNIOR COLLEGES**

Annual
payment
to public
junior
colleges

5. (1) Subject to the provision of funds therefor by the Legislature, there shall be paid to each public junior college in each year

- (a) for each full-time student enrolled in university courses on the first day of December in that year, a sum to be determined pursuant to Part B of the Schedule, and
- (b) for each full-time student enrolled in courses recognized by the Government of Canada pursuant to the Technical and Vocational Training Agreement and for the support of other courses which may be offered by the college, such sums as may be prescribed by the Lieutenant Governor in Council.

(2) Payment may be made in instalments at such times during the year and in such manner as may be determined by the Provincial Treasurer.

Capital
grant to
public junior
colleges

6. (1) A public junior college that proposes

- (a) to erect a building, or
- (b) to add to an existing building, or
- (c) to furnish and equip a new building or an addition to a new building, or
- (d) to provide for the landscaping of the site and the servicing of the building, or
- (e) to provide other facilities of a capital nature,

shall submit to the Lieutenant Governor in Council in such detail as may be required a statement of its proposal.

(2) The Lieutenant Governor in Council shall refer the proposal for study and a recommendation as to need to the School Buildings Board established pursuant to *The School Buildings Act*.

(3) The Lieutenant Governor in Council, upon receipt of the recommendation of the School Buildings Board, shall determine the extent to which the proposal is eligible for assistance as provided in subsection (4).

(4) From funds provided by the Legislature for the purpose the public junior college shall be paid, at the discretion of the Lieutenant Governor in Council, either

- (a) a sum not exceeding ninety per cent of the cost of the project in so far as it has been declared eligible, or
- (b) such sums, annually, as will pay an amount not exceeding ninety per cent of the debenture payments, principal and interest, attributable to the project in so far as it has been declared eligible.

(5) Nothing in this section shall be construed as preventing a public junior college, at its own expense, from proceeding with a proposal in excess of the extent to which it has been declared eligible.

PART 3

ASSISTANCE TO PRIVATE JUNIOR COLLEGES

Annual
payment to
private
junior
colleges

7. (1) Subject to the provision of funds therefor by the Legislature, there shall be paid to each private junior college in each year the sum of six hundred and thirty dollars for each full-time student ordinarily resident in Alberta and enrolled in university courses on the first day of December in that year or on such other date as may be fixed by the Lieutenant Governor in Council.

(2) Payment may be made in instalments at such times during the year and in such manner as may be determined by the Provincial Treasurer.

(3) Each private junior college shall certify to the Provincial Treasurer on or about the fifteenth day of December in each year, over the signatures of the registrar and treasurer of the college, the number of students in respect of whom the grant is payable as specified in subsection (1).

Guarantee

8. (1) Subsections (1) and (2) of section 6 apply to a private junior college in the same manner as to a public junior college.

(2) The Lieutenant Governor in Council, upon receipt of the recommendation of the School Buildings Board, shall determine the extent to which the proposal is eligible for a guarantee as provided in subsection (3).

(3) Where a private junior college borrows a sum of money for the purpose of paying for a project arising from a proposal, the Lieutenant Governor in Council, on behalf of the Province, may guarantee the repayment of the sum borrowed, together with the interest thereon, but not to exceed sixty-six and two-thirds per cent of the cost of the project in so far as it has been declared eligible.

(4) The guarantee, in such form and manner as the Lieutenant Governor in Council approves, may be signed on behalf of Her Majesty by the Provincial Treasurer, or by the Deputy Provincial Treasurer or by such other person as the Lieutenant Governor in Council may designate.

PART 4**GENERAL**Review
committee

9. (1) There is hereby established a committee consisting of

- (a) the Minister of Education, who shall be chairman,
- (b) the Provincial Treasurer,
- (c) the Minister of Public Works,
- (d) the chairman of the Board of Governors of the University and one additional representative designated by the Board,
- (e) the chief executive officer of the University at Edmonton,
- (f) the chief executive officer of the University at Calgary,
- (g) one person named by the General Faculty Council of the University at Edmonton, and
- (h) one person named by the General Faculty Council of the University at Calgary.

(2) On or before the fifteenth day of January in each year the committee shall examine and consider the Schedule to this Act and make recommendations respecting the provision of the Schedule to the Government.

Regulations

10. The Lieutenant Governor in Council may make regulations to carry out the intent of this Act and to meet any deficiency herein.

Coming
into force

11. This Act comes into force on the day upon which it is assented to.

SCHEDULE**PART A**

(1) There shall be paid to the University a grant in the amount of one thousand two hundred and seventy dollars for each full-time student.

(2) The University shall certify to the Provincial Treasurer on or about the fifteenth day of December in each year, over the signatures of the Registrar and Bursar of the University, the number of full-time students registered as of the immediately preceding first day of December.

PART B

(1) There shall be paid to a public junior college a grant in the amount of six hundred and thirty-five dollars for each full-time student enrolled in university courses.

(2) Each public junior college shall certify to the Provincial Treasurer on or about the fifteenth day of December in each year, over the signatures of the registrar and treasurer of the college, the number of students in respect of whom the grant is payable as specified in section 5.

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UNIVERSITY AND COLLEGE ASSISTANCE ACT

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1965

CHAPTER 96

An Act to amend The University and College Assistance Act

(Assented to April 12, 1965)

HER MAJESTY, by and with the advice and consent of the Legislative Assembly of the Province of Alberta, enacts as follows:

1964, c. 102

1. *The University and College Assistance Act* is hereby amended.

Amends
s. 2

2. Section 2 is amended by striking out clauses (a) and (b) and by substituting the following:

"private
junior
college"

(a) "private junior college" means a college in Alberta, other than a public junior college, that is in affiliation with the University and provides instruction to twenty-five or more students in courses acceptable to the University as constituting a full year's work toward a degree;

Amends
s. 5

3. Section 5 is struck out and the following is substituted:

Annual
payment

5. (1) Subject to the provision of funds therefor by the Legislature, there shall be paid to each public junior college in each year

(a) for each student enrolled in university courses acceptable to the University as constituting a full year's work towards a degree, the sum prescribed in Part B of the Schedule,

(b) for each student enrolled in vocational courses of eight months or more in duration, such sum as may be prescribed by the Lieutenant Governor in Council,

(c) for each student enrolled in courses, other than university courses or vocational courses, that are of eight months or more in duration and are approved by the Lieutenant Governor in Council, such sum as may be prescribed by the Lieutenant Governor in council, and

(d) for each student enrolled either in vocational courses or in courses other than university courses and being of more than three and less than eight months in duration, a sum in an amount that bears the same proportion to the sum prescribed pursuant to clause (b) or (c), as the case may be, as the number of months' duration of the courses bears to eight.

(2) In subsection (1) "vocational courses" means courses recognized by the Government of Canada pursuant to the Technical and Vocational Training Agreement.

(3) For the purpose of determining the amounts payable under this section, the date to be used to calculate the numbers of students enrolled is

(a) under clause (a) of subsection (1), the first day of December,

(b) under clauses (b) and (c) of subsection (1), the first day of December or such other date or dates as may be fixed by the Lieutenant Governor in Council, and

(c) under clause (d) of subsection (1), the date or dates fixed by the Minister of Education.

(4) Payments may be made in instalments at such times during the year and in such manner as may be determined by the Provincial Treasurer.

Amends
s. 7

4. Section 7 is amended

(a) by striking out subsection (1) and by substituting the following:

Annual
payment

7. (1) Subject to the provision of funds therefor by the Legislature, there shall be paid to each private junior college in each year

(a) the sum of six hundred and thirty dollars for each student ordinarily resident in Alberta who is enrolled in university courses acceptable to the University as constituting a full year's work toward a degree and who is so enrolled on the first day of December in that year or on such other date as may be fixed by the Lieutenant Governor in Council, and

(b) the sum of five hundred and four dollars for each student enrolled in at least four university courses and at least one matriculation course, on the first day of December or on such other date as may be fixed by the Lieutenant Governor in Council.

(b) as to subsection (3) by striking out the words "the grant is payable as specified in subsection (1)" and by substituting the words "the grants are payable respectively under clauses (a) and (b) of subsection (1)".

Amends
Schedule

5. The Schedule is struck out and the following is substituted:

SCHEDULE

PART A

(1) There shall be paid to the University a grant in the sum of one thousand, three hundred and sixty-five dollars for

(a) each undergraduate student who is registered for courses constituting a normal full year's program as defined for fee assessment purposes, and

(b) each graduate student who is registered for a program of studies equivalent in courses and research to not less than three full graduate courses,

and who was so registered on the first day of December.

(2) The University shall certify to the Provincial Treasurer on or about the fifteenth day of December in each year, over the signatures of the Registrar and Bursar of the University, the number of students referred to in subsection (1) who were registered on the preceding first day of December.

PART B

(1) There shall be paid to a public junior college a grant in the amount of six hundred and thirty-five dollars for each student referred to in clause (a) of subsection (1) of section 5.

(2) Each public junior college shall certify to the Provincial Treasurer on or about the fifteenth day of December in each year, over the signatures of the registrar and treasurer of the college, the number of students in respect of whom the grants are payable respectively under clauses (a), (b), (c) and (d) of subsection (1) of section 5.

Payment
for 1964-65

6. Moneys may be paid to public junior colleges under clauses (c) and (d) of subsection (1) of section 5 of *The University and College Assistance Act* in respect of the year ending the thirty-first day of March, 1965.

Lethbridge
Junior
College

7. The Lieutenant Governor in Council may, with respect to the project of the Lethbridge Junior College financed by debentures issued by the College and dated June 15, 1962, order the payment to that College of assistance in such amount as he may determine pursuant to section 6 of *The University and College Assistance Act*, as though that project had been proposed and recommended as being eligible for assistance after the commencement of that Act.

Coming
into force

8. This Act comes into force on the day upon which it is assented to.

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